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Intensive Inservice Training Program for Selected Experienced AFDC Caseworkers: A Report of a Demonstration Training Project.

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Financed by a three-year demonstration grant, this inservice training program for selected AFDC (Aid to Families of Dependent Children) workers in Washington State was undertaken to improve the quality of casework services, to develop caseworkers having greater knowledge and skill, and to provide special training for workers with the potential but not the opportunity for professional training. The 113 trainees generally had positive attitudes toward people, the desire to help, and awareness of the most serious kinds of problems among families with whom they would work, but tended to lack self confidence. Training involved 40 weeks of formal instruction and supervised practice, including courses on social services, the family, cultural components of service, human growth and development, and the helping process. As for resulting changes in knowledge, attitudes, and action, those changes relating to social perception were dominant for most trainees in terms of sense of value, and took the form of stages ranging from recognition of other points of view to validation of self with a multiple point of view. Job performance or "output" was generally rated either satisfactory or outstanding. (ly)

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Intensive In-Service Training Program for Selected Experienced AFDC Caseworkers

A REPORT OF A DEMONSTRATION TRAINING PROJECT

AC004964

INTENSIVE IN-SERVICE TRAINING PROGRAM
FOR
SELECTED EXPERIENCED AFDC CASEWORKERS

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Sidney E. Smith, Director
Department of Public Assistance
Olympia, Washington

May 1967

FOREWORD

The Washington State Department of Public Assistance faced the same problem of shortage of trained social workers as other states to implement the 1962 Amendments of the Social Security Act. The graduate schools of social work can provide trained social workers to staff only a small part of the public social service program. Most caseworkers employed by the County Public Assistance Offices start on the job without the knowledge and skill demanded by their positions. The Department since 1949 has operated a planned induction program for these workers and provided some training through workshops and institutes. The critical unmet need in the training program was lack of a planned opportunity for the experienced caseworker who was unable to attend a graduate school of social work, to develop and deepen his knowledge and sharpen his skills in providing direct services to public assistance families. There was the unanswered question whether many of the experienced caseworkers were functioning at less than their maximum potential because of limitations which might be overcome by appropriate exposure to planned learning experiences designed specifically to upgrade knowledge and understanding.

The Intensive In-Service Training Program for Selected AFDC Workers was made possible through an HEW demonstration grant under Section 1115 for a three-year period. It is hoped that what has been accomplished is a realistic assessment of the changes which an agency might expect in the performance of experienced untrained workers through exposure to a similar in-service training experience.

We are indebted to Miss Elizabeth Thomas, Training Project Director, and the entire staff of the Intensive In-Service Training Center who worked so enthusiastically and conscientiously during all phases of the project. Their enthusiasm and interest was reflected in the response of the trainees which also attested to the competence and skillful instruction of the total staff. Appreciation is also accorded to other staff members of the Department of Public Assistance and the Consultants from HEW and the University of Washington who gave generously of their time and knowledge.

Marion Wold, MSW, ACSW
Social Service Training Specialist

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CHAPTER I

INTRODUCTION

The "Intensive In-Service Training Program for Selected ADC Caseworkers," conducted in Washington State from April 1, 1964 through March 31, 1967 can be seen as having a direct linear relationship to the 1962 amendments to the Social Security Act and to additional Federal legislation passed shortly afterward to provide funds to States for the conduct of experimental, pilot or demonstration programs.

Amplification. The 1962 amendments, effective July 25, 1962, placed in the law the national concern about the nature and extent of the social problems of people served by the public assistance programs. They clarified and emphasized the national interest and responsibility in the further development of services. The Aid to Dependent Children program was focused on for improvement of services. The title of the program was changed to "Aid to Families of Dependent Children" which conformed to the intent of Congress as in the actual wording of the Social Security Act, Title IV, Section 401:

"For the purpose of encouraging the care of dependent children in their own homes or in the homes of relatives by enabling each State to furnish financial assistance and rehabilitation and other services, as far as practicable under the conditions in such State, to needy dependent children and the parents or relatives with whom they are living to help maintain and strengthen family life and to help such parents or relatives to attain or retain capability for the maximum self-support and personal independence consistent with the maintenance of continuing parental care and protection, there is hereby authorized to be appropriated for each fiscal year a sum sufficient to carry out the purposes of this title...."

Important means for implementation of the provision of the described

services are contained in Section 403, (3), which provides that "any State who meets the state requirement for services in its State Plan and having been approved, will receive 75 per cent Federal financing."

The need for training of "personnel employed by the local agency administering the plan in the political subdivision" was recognized and thus included in the plan for 75 per cent Federal financing (403 A, iv).

Furthermore, the added Section 1115 stipulates that "in the case of any experimental, pilot or demonstration project which, in the judgment of the Secretary, is likely to assist in promoting the objectives of title (IV), the Secretary may waive compliance with any of the requirements of section 2, (402), that is 'provision for financial participation by the State,' to the extent and for the period he finds necessary to enable each State...to carry out such project."¹

Follow-up on provisions of the amendments in Washington State. The Washington State Department of Public Assistance, in the establishment of a services program, limited this program to the AFDC category and chose to provide in addition to the basic required services (Handbook IV, 4300 B. 1 and 2) the prescribed services and services at intake (Handbook IV, 4500 B. 1, 2, 3, 4, and C). The State committed itself to give the full scope of prescribed services by July 1, 1967, but selected a limited number of services under each problem area which were mandatory statewide at the time of the implementation of the program - July 1, 1963. Additional services from the full scope listing were to be given as possible prior to the July 1, 1967 deadline.²

¹ See the Budget and Accounting Unit's Final Financial Report on the Project, Exhibit I.

² Some of the above information is contained in the "Report of Administrative Review of Social Services," Washington State Department of Public Assistance, Region IX, Bureau of Family Services, Welfare Administration, Department of Health, Education, and Welfare, July 1, 1963 - April 30, 1966.

The following description shows the State's commitments to provide services: (Washington State Manual, Chapter 3, Sections 3.142, 3.143, and 3.1431)

"3.142 DEFINED SERVICE CASES AND SERVICE NEEDS

Below are defined 5 groupings of ADC cases and the problems of each group in respect to which services may be provided under the services plan.

1. Unmarried parents and their children with specified problems, i.e., children whose status under State law is not clarified, legal questions affecting rights of mother and child, support from the absent parent not explored, unmarried mothers with first child, repeated out-of-wedlock children, out-of-wedlock pregnancies, and conditions that foster illegitimacy.
2. Families disrupted by desertion or impending desertion, i.e., families with repeated desertions or desertion in past year, interest in maintaining ties or reconciliation with absent parent, support potentials from absent parent, remaining parent overburdened by dual responsibility or family seriously affected by loss of the absent parent; newly reconciled parents and other families with stresses threatening desertion, and families deserted by the mother.
3. Families with adults with potentials for self-support, i.e., adults whose age, physical condition and home responsibilities indicate the possibility of immediate or potential self-support in whole or in part; e.g., disabled adult with employment skills or requiring vocational training and/or placement; mother with older children in care with employment skills or needing preparation or training to enter employment market, mother working full or part-time with problems in arranging satisfactory care for children, or with multiple burdens from employment and homemaking, and unemployed fathers in need of vocational training and placement.
4. Children in need of protection, i.e., children in present danger, physically deprived because of continued money mismanagement and disorganized family life, and without supervision and guidance to help them develop behavior patterns acceptable to community standards.
5. Children with special problems, i.e., children who are ill, handicapped or in generally poor physical condition and without medical care or health protection, in need of special educational opportunities and guidance to make full use of their intellectual capacities, have emotional problems handicapping their social adjustment and development; and adolescents in need of opportunities and guidance to continue formal education and out of school and out of work older teenagers in need of planning for continued formal education or for employment."

From these five groups of problems, the State selected services to be minimum in scope (to meet the Federal requirements) but with the knowledge that the full scope of services would be mandatory on a statewide basis by July 1967. The recent Administrative Review of Social Services among other important findings, pointed out that the State Department "having made this basic commitment for selected minimum services, placed emphasis and priority on employment and training for employment." Also "the agency has had no formal plan for progression from the written minimum scope to the full scope by July 1967." Plan material and guides would have to be prepared and put into use, and workers would "have to catch up with the giving of the minimum scope across-the-board now, and move almost directly into giving the full scope of services by July 1967."¹

Training content geared to full scope of services. The content of in-service training in the demonstration project was geared from the first to training for the provision of the full scope of services with the enrichment thereof. It will be seen later in this chapter that the intent of the project planners was to train workers in this fashion. A combination of circumstances, that is, reduced State funds, and State directives to hold to the minimum scope of services with emphasis on employment and training for employment as of August 1, 1965, just after the first group completed training and the second and third groups were underway, presented problems to both trainees and trainers. The directives were adhered to as they held implications for the training program, nevertheless the goal of training for the provision of the full scope of services to AFDC families remained the principal objective of training. More recently the training staff, as much as time has permitted, has turned to assisting State Children's and

¹Op. cit., p.15.

Family staff in their work with county staffs - including worker-trainees, to move into giving the full scope of services by July 1967.

The State Department's Training Unit Within Which The Project Functioned

A report of consultation to the Washington State Department of Public Assistance, July 22-30, 1963, written by Mrs. Corinne H. Wolfe, Chief, Division of Technical Training of the Federal Bureau of Family Services, is the main reference for description of the Training Unit before the demonstration project got underway in April 1964. The purpose of the visit was to provide the requested consultation on "the proposed demonstration for an intensive in-service training of worker staff to provide social services in the AFDC program and to review the State's plan and practice in staff development."

Placement of the staff development function in the department. The observation was made that "the location of the staff development unit was such that it did not facilitate work directly with all units of the agency," and that "the present position of the staff development unit makes it difficult to carry out a well rounded program. The inter-relationship of the various functions of program policy development, operations of the program and development of staff appeared to be lacking in the agency. . . . The present staff development program is related to orientation of new workers and training of new supervisors.¹ . . . The development of a continuing training program in the agency's program policies and procedures is lacking. This has been carried out primarily through the field operating

¹ Somehow the fact that there is a history of training clerical supervisors in the department, one of some three years' running in the latter '50's with the good effects of holding these workers with the department gets lost in looking at the present, and planning for the future.

unit and the regular line staff. . . . The fragmentary approach to policy development, training and field operations is serious."

Training personnel. The Department's training personnel consisted of two professional staff members in the State Office, three teaching staff in the induction center and three field instructors for the graduate school of social work. A full-time training position was cited as having been established for King County which was to be filled by July 1, 1964. Another position had been set up in Spokane to be half-time agency training and half-time field instruction. The next counties to have established training directors would probably be Pierce and Yakima. Other agency plans to expand the training staff were mentioned. The next major step that had to be undertaken by the Department was brought out as (1) the development of the relationship of the training unit to the training personnel in the localities and, (2) the development of a continuing training for all staff.

Relationship of the Training Project to the Training Unit and to the Department. Administratively the Demonstration Project was to be and has been under the supervision of the Training Unit Supervisor. She saw it as closely interrelated with other parts of the training program on a continuum of training consisting of orientation, continuing training - for workers and for supervisors, as well as being related to the stipend program for workers to secure professional social work education, and to special workshops and institutes.

The Federal Technical Training Chief saw the intensive training project as hopefully providing information to the agency of the kind of knowledge and skill which the workers would have to be taught in the long term plan for continuing training of persons assigned to provide the social services. The then State Director saw it as one of solving some of the

services' manpower problems. He raised in the discussions, whether or not the intensive casework project could substitute for the first year of education, and whether or not the school would be willing to grant academic credit to the students who successfully completed this training, and later be equated to one of professional graduate social work training when the person was admitted to a professional school of social work. The consultant responded that ordinarily in-service training did not substitute for professional education, because although some of the content may be the same, the focus of agency teaching is directed toward helping staff members learn how to do a specific job assignment. She also pointed out that schools of social work made decisions regarding admission of candidates applying. The Supervisor of the Training Unit viewed the project to serve, in addition to the provision of new knowledge, to build in certain features she thought were required for an effective training program. These included close work with social service State staff; State training staff actually going into counties within a sanctioned function; a combination of instruction and supervised field practice; a "protected caseload" for workers in training; and supervision of trainees by a professional social worker, the county supervisor in the trainee's county office.

Training Project - A Demonstration Program. Information on the Department's training unit within which the project functioned has been provided to this point to show that the Department's staff development program was focused on State Training staff's leadership in working with training personnel in the county offices. In this view the project started as a special kind of program, a "demonstration," as the word appears in its title, and has continued to function in this kind of relationship to

over-all planning and implementation in staff development for the agency.¹ The department has seen fit to continue the intensive in-service training program under State auspices, and work continues on the basic plan for State training staff to work with the counties. The workshops conducted for county supervisors and later evaluative sessions held with training staff and State social service staffs in the summer of 1966 by Miss Isabel Stamm of the Columbia University School of Social Work, (such work made possible by 1115 funds) was in this dimension. She stressed training "from the top down" rather than "from the bottom up." Now, with a new Director of the Department, there has been a re-organization of the whole department and of the training unit within it. The aim is a broad statewide training program for all personnel at all levels of operation.

The Two-Career Lines for Social Service Workers in Public Assistance

Mrs. Wolfe, in her consultation with the top staff of the Department, discussed and outlined two distinct career lines: the professional social work career line and the social welfare career line, a working concept and formulation that has had the attention of Federal leadership in the social services for several years, brought on by the extreme manpower problem and the resultant attempts to deal with it. Schools of social work, the National Council on Social Work Education, and the National Association of Social Workers have all tried to come up with some answers.

The Participation of the School of Social Work, University of Washington

The School has always had a strong interest and investment in the

¹ The approved Federal project understandably included "evaluation" with demonstration. It was to be of two kinds: evaluation of teaching content and method in the on-going training program, and, evaluation of workers and their performance before and after training by formal research methods.

"welfare" of the Washington State Department of Public Assistance and in the clients and families that the agency serves. Its interests in the demonstration project were probably two major ones: (1) To be of the greatest assistance possible to the Department in its planning and conduct of the project; and (2) To help the Department select and train those workers within the project who would not be able, for some specified reasons, to apply to and be approved by a school of social work as a candidate to enter professional social work education; to conduct a bona fide agency in-service training program, with a kind of content to help the worker to perform on his day-to-day job, a content to be provided at the appropriate level of a worker with a bachelor's degree.

Many hours and a good deal of work went into early discussions on the formulation and planning for the project on the part of the School, the leadership within the Department, in consultation with representatives of Region IX and of the Federal Bureau of Family Services. It will be seen that two members of the staff of the University of Washington School of Social Work served as consultants to the project.

The Objectives of the Intensive In-Service Training Program for Selected Experienced ADC Caseworkers

The objectives of the program as written in the final application for federal funds were in terms of its purpose, its specific aims, and an over-all general aim, as follows:

"The purpose of the project is to develop and demonstrate the effectiveness of a special in-service training program in preparing selected public welfare workers to provide social services to ADC families. The specific aims are:

1. To improve the quality of casework services provided to ADC families

2. To develop a staff of Public Assistance caseworkers who will have more knowledge and skill, in casework to provide the services
3. To provide a different kind of in-service training to a group of workers who have demonstrated potentials for professional training but are unable to secure professional training because of personal and family reasons, or inability to gain admission to a school of social work because of grade point average."

Expectations as to Concomitant Outcomes for the Demonstration Project

Expectations on the part of some individuals and groups have been previously described. A formalized statement on expectations concurrent to the actual training of staff was included in the final application, as follows:

1. Criteria to use in selecting persons to participate in such a training program
2. Information as to the feasibility of establishing State Training Centers for in-service training programs
3. Curriculum content which has been tested for suitability for intensive in-service training of public assistance caseworkers without professional training
4. More knowledge of teaching methods combining classroom work, field work, and individual case supervision
5. Momentum for stepped-up and improved staff development program throughout the whole department
6. More knowledge on how to integrate in-service training done in State Training Centers with in-service training in the county office
7. Information as to whether or not job satisfactions gained through learning to do a better job is a factor in reducing staff turnover
8. More knowledge of what improved quality results can be obtained when caseloads are small and workers have the necessary time to spend working with the families.

Purposes and Plan of this Comprehensive Report. The following comprehensive report on the experience of conducting this demonstration

project is (1) to meet the requirement of submitting such a report upon completion of the project, and (2) to supply some of the information and/or evidence in which the aims and expectations for the project were addressed.

Three chapters follow this introduction:

CHAPTER II - "Workers Participating in the Intensive In-Service Training Program: Before Training"

CHAPTER III - "The Training Program and Its Effects on the Workers"

CHAPTER IV - "The Job Performance of Workers"

General Comments on Aims and Expectations After Completion of the Project

These comments could come either at the beginning or the end of the following report, for they are an over-view after writing it.

1. The aims and purpose of the project. The demonstration of the effectiveness of the program has been achieved in one important dimension, by the fact that it is to be continued, to train other workers in the same manner with projections in plans for the next three years.

Improvement in the quality of casework services provided to AFDC families, in the judgment of the training staff and others, has been effected and evidence has been provided in the chapter on job performance for others to judge. The formal evaluation and later findings on this question will be contained in the research report to be made later. (See footnote, p. 8.) The project has in fact provided a different kind of in-service training to a group of workers for whom it was designed. New knowledge and understanding, which are required for improved skills, have been gained, it is thought, by trainees in good measure. This outcome has stemmed primarily from various degrees of worker-change. The chapter on the trainees and the one on the training program particularly attest to this fact.

2. Expectations as to concomitant outcomes. The experience of the project has substantially verified that the criteria for selection of persons to participate originally set up are sound and applicable. One important addition after selection of the first two groups was the requirement of an interview by a training staff member with each worker referred.

With regard to the feasibility of establishing State Training Centers, the Washington experience has brought the opinion that it is not only feasible for the kinds of workers trained in this state, but also the conjecture that the need exists in every state. Furthermore, it is the conviction of the Center staff that the kind of intensive in-service training provided by this project can only be carried out in a Center, away from the immediacy and surroundings of the county job, and for the length of time that such training requires for it to be effective. The follow-up of Center staff to county offices while workers are still in training, the maintenance of a "protected caseload" and field practice supervision by the county supervisor in the worker's county office - all as part of the training format has worked.¹ In addition, there is need for workers' learning to be reinforced after the basic intensive in-service training, as evidenced by the return of Groups I and II for a two-week session fairly recently. This is a setting in of "continuing training," for they were provided new material as well at a more advanced level.

The training program in a Center brings up a related and important subject in the thoughts of Center staff, i.e., that not enough attention has been given nationwide and in the State of Washington to the non-professional workers who in most cases are the ones to deliver the services

¹ These major features contained in the description of the proposed demonstration project for which Federal funds were requested, are reported in detail in the chapter on the training program.

to clients and families. The major accomplishment of the project, it is thought, has been to "de-stigmatize" the workers, to help them move from being people without status, with a lack of sanctioned competence, to being persons of dignity, with a healthy self-awareness, an ability to communicate and to be communicated with, a focus on clients and families with knowledge, understanding, and skill to be of real service. Professional social workers have tended "to close ranks" on these individuals. Is it that these non-professional workers are so near in proximity to stigmatized public assistance clients that this condition has evolved?

Regarding curriculum content which has been tested as to suitability, the staff has considered this so important an outcome of the project that, as explained in the description of the training program, a separate monograph will follow this comprehensive report. The treatment of content will include teaching methods.

The circumstances around the need for momentum for a stepped up and improved staff development program throughout the whole department has been dealt with in some length in this introductory chapter. Evidence has been provided in the report regarding interest and understanding of the intensive in-service training project and the desire of supervisors to have the same content to correlate with their training in supervision. But the momentum, as such, will need to come from State training staff leadership. The process of integrating the Center's in-service training program with in-service training in county offices will need to be a "stand by" operation for the building of a foundation of county in-service training programs with which to relate. The report, particularly as the Center staff is described in their work with counties, shows that they have done all they could to assist, within their function. The one conference held

recently with the social service supervisors and the new training staff from Pierce and King counties, reported in the chapter on training, gave positive predictions that integration could not only be effected, but also it could be done well.

In regard to the ratio of job satisfaction and achievements in training, the report on job performance submits good evidence that the project has served to hold workers on the job and thus to remain with the department. Some workers have changed positions within the department.

The project director, in writing this report, wishes to give credit to all members of the training staff, to one of the research social work staff for a special assignment, to the secretary, and to the research clerk-typist, who in their own specialized ways, contributed to the material contained in this report.

CHAPTER II

WORKERS PARTICIPATING IN THE TRAINING PROGRAM: BEFORE TRAINING

The 113 workers participating in the training program need to be identified in various ways, such as, who they are in relation to the profession of social work and to the field of social welfare, and, how they are classified in public welfare. Furthermore, there is the matter of accountability. Were the workers selected for this training actually the kinds of workers for whom the project was designed? What were the criteria for selection? What were the preliminary procedures involved in readying the workers for training? Were there any changes or refinements in these procedures? And finally, who as individuals were these workers, what were their characteristics? What kind of presentment did these workers make as they arrived for training, workers in whom change was hoped to be effected by exposure to a certain kind of training?

Identification

In a general way these workers fall into a category of workers without professional social work education, the kinds of workers almost always considered in professional literature as within the framework of some type of formulation or treatment on meeting the manpower problem in social welfare, again in placing their performance on a practice continuum, or in delineating functions on the job. Baker refers to "workers with bachelor's degrees without professional education."¹ Beck writes about

¹Mary R. Baker, "Personnel in Social Work," Encyclopedia of Social Work, Fifteenth Issue, Harry L. Lurie, Editor, National Association of Social Workers, New York, N. Y. 1965, p. 539.

"social work associates, auxiliary personnel working with professional workers."¹ Bartlett classified as "subprofessional" in relation to professional practice.² A State Advisory Committee on Social Welfare Education has referred to "X workers" seen as "holding the baccalaureate degree with some special social welfare education, either as part of or in addition to the degree program," as distinguished from "Y" workers or professional workers.³ They are viewed in public welfare as auxiliary workers, workers holding the baccalaureate degree who follow "the social welfare career line" along with professionally educated workers who follow "the professional social work career line."⁴ The workers in Washington State can hardly be described as "auxiliary workers" at the present time because others, that is professional social workers, have not as yet begun to build in on the professional social work career line. The latter serve now as supervisors mainly. Thus for Washington State the "auxiliary workers" become "principal workers" and are described as "Caseworkers" (I, II, and III), in contrast to "Social Workers" (I-A, I-B, and II), the classification for professional social workers. Most of the 113 workers, at the point of going into intensive in-service training were either Caseworker III's or in the process of becoming so. The Caseworker III classification requires the baccalaureate degree and three years of "casework" experience.

¹Bertrum M. Beck, "Wanted Now: Social Work Associates," The Social Welfare Forum, National Conference on Social Welfare, New York: Columbia University Press, 1963, p. 195.

²Harriet M. Bartlett, "Social Work Practice," Encyclopedia of Social Work, op. cit., p. 759.

³"Social Workers for California," Report of the Advisory Committee on Social Welfare Education, Berkeley: University of California, 1960 (mimeographed), p. 37.

⁴"Utilization of Auxiliary Staff in the Provision of Family Services in Public Welfare," U. S. Department of Health, Education, and Welfare, December 1965 (monograph).

Accountability

The department, in conformity with the aim of the project, wanted to provide intensive in-service training for workers who could best use such training but at the same time trainees needed to be so carefully selected that individuals with appropriate potential for advanced academic training were not to be diverted from attendance at regular schools of social work. Tangible factors, such as a low grade-point average or personal and/or family reasons preventing enrollment in a professional school would likely make the distinction between in-service training and professional education.¹

One objective measurement as to how well the department has adhered to the above stipulation is the record as to what has happened in getting other workers into professional education while the project has been operating. A total of 133 stipend grants were awarded by the department from 1964 through 1967: 83 stipends for Public Assistance, 47 for Child Welfare Services, and 3 for Medical Care.² A recent administrative review of social services of the department certified that "the State has made excellent progress in developing a good educational leave program."³

A conditional factor as to how well accountability could be met in the conduct of the project itself for 3 years was the size of the true universe from which workers as stipulated were to be drawn when the project was designed to train 7 groups of workers, 18 per group, making a total of 126 workers. This universe, it was found, could only be determined by

¹ This is the essence of the requirements for selection. The specific criteria used for selection are listed on page 25.

² Memorandum from Marion Wold, Training Unit, Washington State Department of Public Assistance, April 17, 1967.

³ Conducted by Region IX, Bureau of Family Services, Welfare Administration, Department of Health, Education and Welfare, July 1, 1963 - April 30, 1966, p. 7.

estimate because it in turn depended upon such factors as AFDC caseload count, size of county office, staff turn-over, and ability to replace workers and to provide professional supervision. As of June 1965 the AFDC caseload for the State was 15,414.¹ A reasonable estimate of the worker universe at that time was 276 workers.² Without too great fluctuation in caseload and worker counts that same figure could be taken as the universe. The rate of staff turn-over for the year 1963-64 was 18.5 per cent.³ Ability to recruit workers to replace workers participating in the training program and to provide professional supervision varied from county to county with the more rural ones not being able to replace or provide the required supervision.⁴

¹Public Assistance in the State of Washington, June 1965, Vol. 22, No. 24, p. 8.

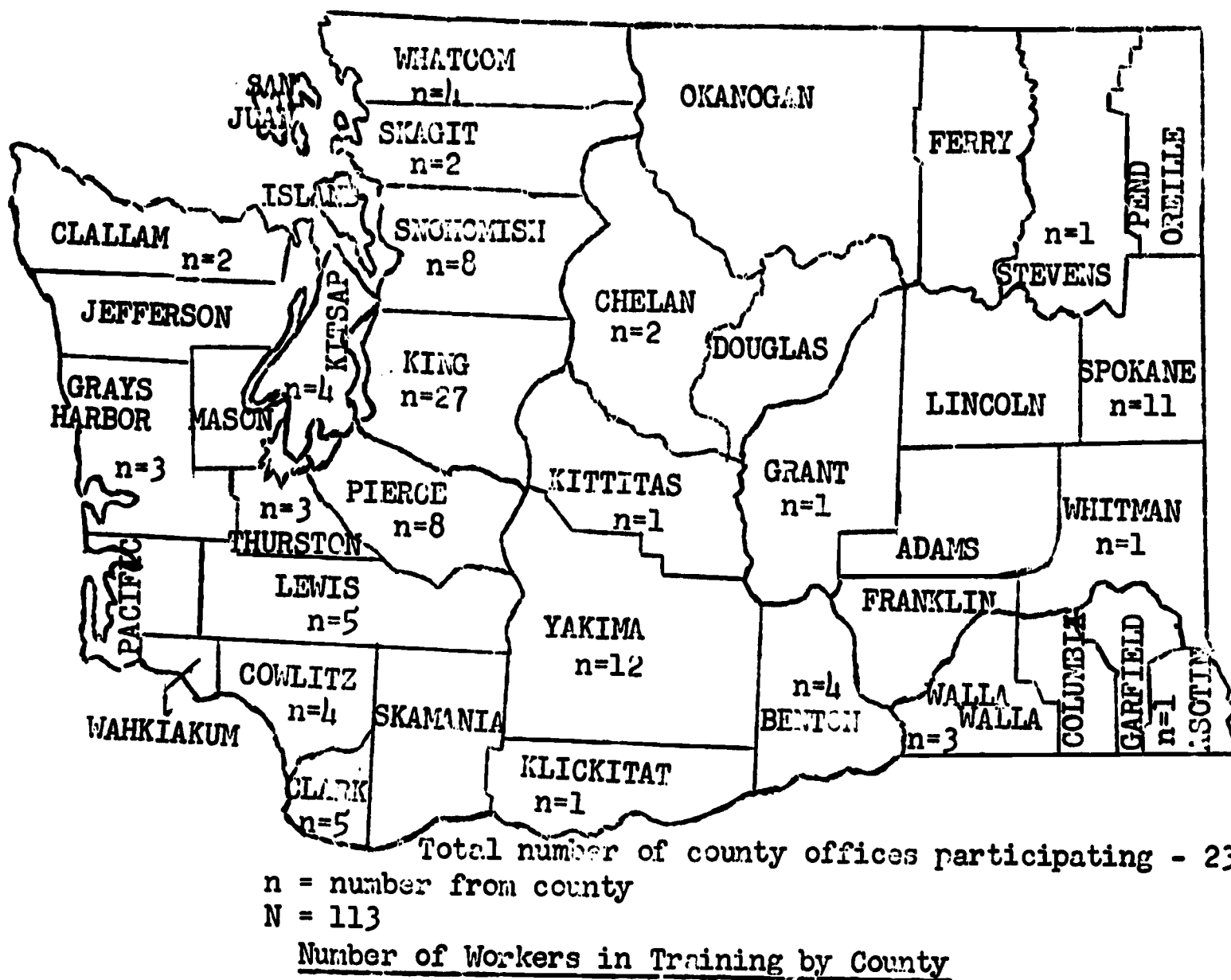
²Based on a report dated August 25, 1965 from the Research and Statistics Unit listing caseloads with at least 50 per cent AFDC service cases.

³Ibid

⁴This understandably was recognized as a less viable situation in which to carry forward the training program for 126 workers. The result was that the Center staff together with State field staff and others had to concentrate on recruiting more than was originally planned. The advance excellent work on preparing the counties and interpreting the program by the Supervisor of the Training Unit and other State administrative staff was reflected in the quick referral of workers to the Center for the first and second groups. After that recruiting set in aided by the positive demonstration of the project itself and by word-of-mouth communication by workers participating in the early groups. By the fall of 1965 the county administrator group officially went on record to the State Director as being unanimously in favor of the training program.

Workers for the first training group came from ten counties across the State which set the pattern for statewide coverage for all seven groups as illustrated below:¹

Fig. 1.--Map. State of Washington



This broader geographical participation at the outset came as a surprise since the project planners anticipated that the three large urban areas, represented by King, Pierce, and Snohomish County Offices would be

¹There are a total of 39 county offices in the State with ten of them as combined county operations: Adams-Lincoln, Asotin-Garfield, Benton-Franklin, Chelan-Douglas, Klickitat-Skamania, Skagit-Island, Stevens-Ferry, Walla Walla-Columbia, Whatcom-San Juan, Clallam-Jefferson. The number of workers from these latter offices are shown in the county where the county office is located.

the first to refer goodly numbers of workers because of their proximity to the Center as well as having the largest number of AFDC workers.

The following shows the statewide distribution of workers according to size of county office in relation to population:

Chart 1:--STATEWIDE DISTRIBUTION OF WORKERS ACCORDING TO SIZE OF COUNTY OFFICE IN RELATION TO POPULATION

| Class. of County Office | Population Range 1960 | No. of County Office | No. of Workers in Training | Pct. of Worker Participation By Co. Class. |
|-------------------------------|-----------------------------|----------------------------|----------------------------------|--|
| I | - 3,900 | 1 | 0 | 0 |
| II | 7,400 - 20,700 | 9 | 4 | 4% |
| III | 24,200 - 92,700 | 14 | 43 | 38% |
| IV | 141,200 - 322,000 | 4 | 39 | 35% |
| V | - 893,700 | 1 | 27 | 24% |
| | TOTAL | 29 | 113 | (round figures) |

The Class III counties early took the lead in numbers of workers referred and accepted. Subsequent work with Class IV counties helped to right this imbalance. The one Class V county, King County, presented its own special case, a large metropolitan area (Seattle) marked, for one thing, by high mobility especially for younger workers with various family and career plans in relation to attendance at the University of Washington.

Clearly Class III counties are the size counties that were most adapted to such a training program as this project provided. Reasons for this can only be speculative without some type of "systems analysis" perhaps focused on size of counties and taking care of the numerous important variables involved.

Accountability was met to the extent that workers selected for this kind of training were the kinds of workers in Washington State for which the project was designed: They were the actual non-professional workers on the job, and they met the criteria for selection (see below). An exception was made for some ten non-degree workers, nine women and one man, who had

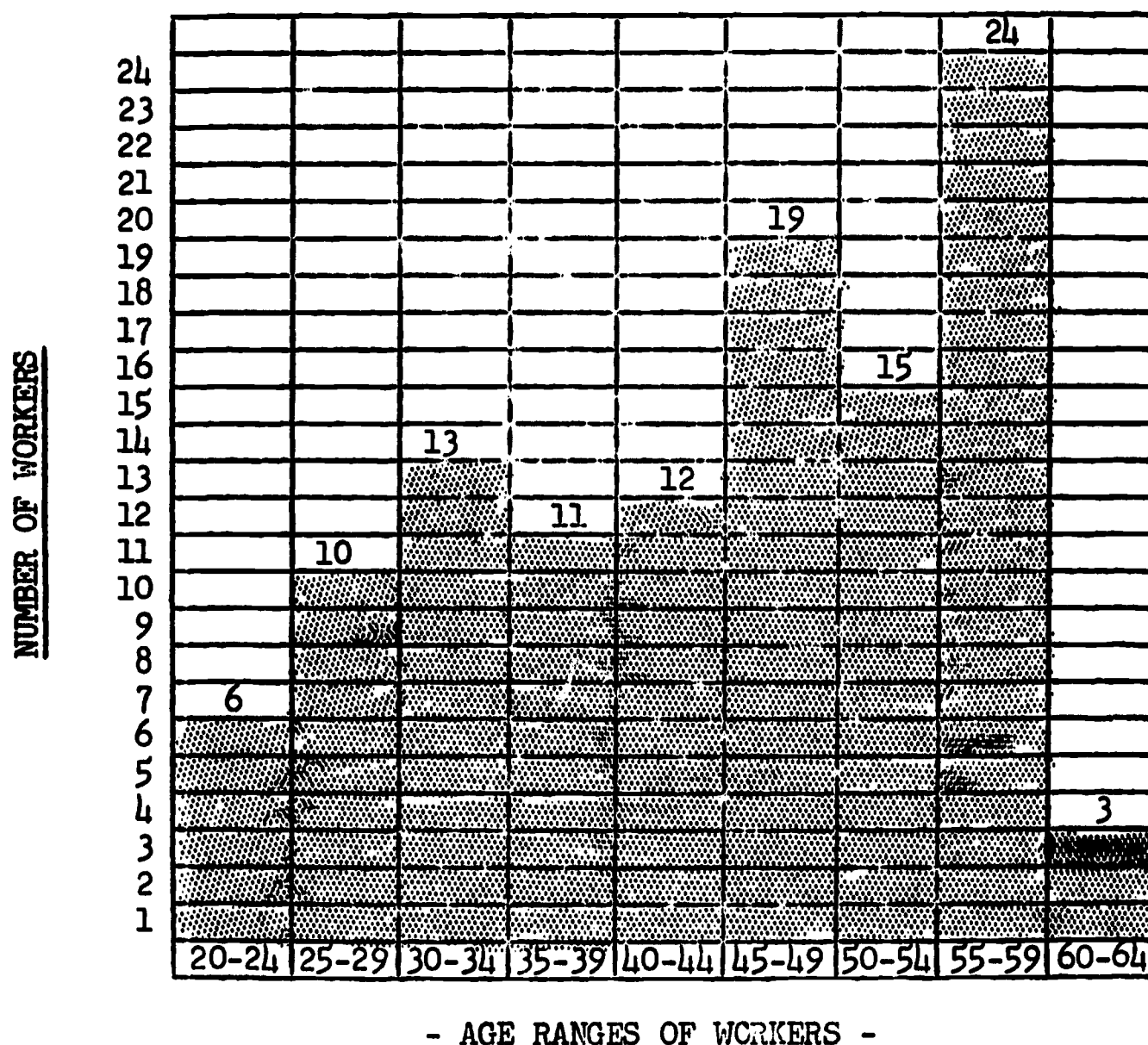
come to the department before 1957 the year in which a bachelor's degree was instituted as a requirement for employment. They met the criteria otherwise.

If the image of the social welfare career worker, as identified earlier, is one who may be 25 to 40 years of age for instance and who has fairly recently been awarded a bachelor's degree with a major in the social or behavioral sciences, then this universe of workers in training in Washington State does not altogether fit the picture. The age factor makes for the greatest difference, and with this is the fact that rather than social welfare being an initial choice of career, it is a second or third choice in the course of life experience for the majority of workers. Only some workers have a social science background on which to draw. The remainder have a wide range of majors in undergraduate work and some, in addition, have attended non-accredited or small institutions.

Information and data to follow in this section will bear out these observations.

1. The graph below shows that of the total 113 workers, some 61 workers were 45 to 64 years of age, with the largest number for all age groups, 24 workers, being in the 55-59 age range.

Fig. 2.--AFDC WORKERS PARTICIPATING IN TRAINING
Total - 113



2. Within the general distribution of workers according to age-groups, there are important differences as to men and women. Chart (below) shows that as the number of older men decreased, the number for older women increased, and the younger men have a slight edge on the younger women. The older women from 45-64, including 21 in the 55-59 range, make up for sheer numbers in the total training group.

Chart 2.--AGE RANGES ACCORDING TO SEX

| AGE-RANGES OF MEN AND WOMEN | | |
|-----------------------------|-----|-------|
| Age Range | Men | Women |
| 20-24 | 1 | 5 |
| 25-29 | 6 | 4 |
| 30-34 | 10 | 3 |
| 35-39 | 5 | 6 |
| 40-44 | 3 | 9 |
| 45-49 | 9 | 10 |
| 50-54 | 4 | 11 |
| 55-59 | 3 | 21 |
| 60-64 | 2 | 1 |
| TOTAL | 43 | 70 |

The criteria for selection of workers as discussed in the planning stage of the project included a possible one regarding age. The decision was made that age in itself should not be a deciding factor, just that care should be taken that older workers should not be within the psychological process of retirement. Workers can be employed to age 70 in Washington State. The health factor was also discussed with the decision that as long as the county office saw fit to employ the worker and he performed on the job, such a criterion did not need to be used in selection. Nevertheless, health was considered in extreme situations at the point of referral. Some chronic and serious conditions did show up after workers entered training, and for some men it appeared that a physical injury in a more physically demanding occupation was one of the reasons for taking a job in public welfare. The over-all view here is that in general the department should be more concerned about the health of all its workers.

3. Only 20 of the 113 workers have been employed by the department for over 10 years, only 4 from 20-24 years. The largest clustering, 49 workers, have been with the department from 2 to 4 years, and 7 workers for one year only. Within this latter group of 56 workers, 10 workers are in the 50-54 age range, 10 workers within the 55-59 age range. 2 workers, 50-54 and 55-59 ranges respectively, have been with the department for one year.

Only 17 workers have an initial primary occupation in social welfare. The rest have come from wide and varied occupations: key punch operator, school teacher, armed services, plumber, fruit warehouseman, railroader, aircraft worker, farmer, veterinary worker, grocer, insurance salesman, radio announcer, practical nurse, registered nurse, biological engineer, auto salesman, musician, newspaperman, painter, office worker, dairyman, pharmacist, dietitian, construction worker, and minister.

4. Ten workers had no degree. Below are the degree majors for 103 workers listed in numerical rank order:

Chart 3.--LISTING OF DEGREE MAJORS

| Major | Number of Workers |
|--------------------------|----------------------|
| Sociology | 28 |
| Education | 14 |
| English | 9 |
| Psychology | 8 |
| Ministry | 5 |
| Home Economics | 5 |
| Business Administration | 4 |
| History | 4 |
| Political Science | 4 |
| Literature | 3 |
| Agriculture | 2 |
| Nursing | 2 |
| Biology | 1 |
| Botany | 1 |
| Chemistry | 1 |
| Dietetics | 1 |
| Dramatic Art | 1 |
| General Studies | 1 |
| Industrial Arts | 1 |
| Journalism | 1 |
| Language | 1 |
| Mathmetics | 1 |
| Music | 1 |
| Oriental Civilization. | 1 |
| Personnel Administration | 1 |
| Pharmacy | 1 |
| Speech | 1 |

27 majors for 103

On the previous chart 14 workers are listed as majoring in education, but examination of the other majors listed will bring out what might be inferred preparation for the teaching field. A background in education or one in the ministry make up the strongest kinds of preparation (academic or

occupational) presented by this universe of workers in training. Sociology and psychology majors total 36, but this fact needs to be seen in terms of having a major in these subjects to prepare an individual satisfactorily only if accomplished within the last ten years or so.

A situation soon discovered on the project was that the men with a background in the ministry, almost to a man, were in fact continuing their ministerial work on the week-ends and at other times while employed full time by the department. In addition two women had been professionally employed in this field, and one was the wife of a ranking minister in a small community.

The specific criteria for selection of workers for training as set into the project design included the following:

1. Minimum of 1 year experience with the Department
2. Experience with AFDC cases
3. Inability to get to a school of social work for professional social work education because of personal or family reasons or grade average not up to requirements for admission to a school of social work
4. Capacity for and interest in doing a casework job
5. Personal qualities of better than average rating.¹

This set of criteria has to do with experience in the department and that of a particular kind, a clarification that the worker is appropriately identified as being in the "social welfare career line" rather than one who should be in the "professional social work career line," and with a judgment that the worker has potentials for change and thus be a likely candidate for the training experience.

The first two criteria were met as applied to all workers, as well as the third criterion, "inability to get to a school of social work...." This latter needs amplification.

Inability to get to a school of social work. For the older worker, information already provided would seem to indicate that this criterion was clearly met. In several instances it has come through that a given worker

¹ An Appraisal Sheet - Personal Characteristics was drawn up by Center administration to be completed by the worker and another by the supervisor. See SOF 728, Exhibit II.

who has been with the department for some years might well have been a good candidate for a school of social work had he or she been given skillful guidance regarding this at a strategic point in his career, or, that the department had through the years stood firm on its policy to get workers into professional education. At the time such workers came along schools of social work were not so overloaded with students that many could not have been accommodated.

For the younger workers, those to 40 years of age in this universe, the following analysis is offered as validation for meeting this criterion:

The number of workers through 39 years of age totaled 40. Of this number some 26 could not consider graduate training because of family or personal responsibilities. Some 9 of these with responsibilities had low grade point averages. A total of 20 workers had a low grade point average. 9 workers had a questionable academic background - 3 already not acceptable to a school of social work, 4 with a straight theological college background, one with no social science preparation. One worker for whom an exception was made had only 3 years' undergraduate education. Some 6 workers, in addition to other factors, were undecided or lacked motivation to go into graduate education at the point of referral for intensive in-service training.

The original information on the fourth and fifth criteria, having to do with "capacity for and interest in doing a casework job" and with possession of "personal qualities of better than average rating," was implemented by the following data requested to be included in the written referral of the worker to the Center for training in order to aid the training staff to make a tentative judgment regarding potential change:

1. Information on what the worker will bring to the intensive training sessions in regard to knowledge, skill, capacity and attitudes.
2. Information on the kind of quality of work he has been doing, including evaluation by supervisor, size of caseload, diversity of load, and other
3. Information on the AFDC cases he has been carrying, such as the presenting problem(s), related problems, characteristics of families, and other

In addition, pertinent data was secured from the worker's personnel file forwarded from the State Office in Olympia to the Center.

The ability at prediction is so imprecise that "best judgments" on the part of those who knew the worker as well as those judgments by the training staff had to serve in decision-making regarding workers' potentials for change. How well these judgments have stood up will actually come at the point of measurement of change after exposure to training, which will be reported in the findings of the formal evaluative research on the training project. Some individuals not included in the universe were "counseled out" in the beginning as a result of personal interviews by Center staff, and others were not encouraged by county administration as county staff became more familiar with the nature of the training program. Nevertheless, judgments regarding some workers accepted were "uncertain," and a few others seemed to be definite risks, but these few risks were consciously assumed.

Group Characteristics - The following are some impressions about the 113 workers in supplement to the demographic data already provided:

1. They have the quality of "the pioneer," the individualist in them which is a mark of the "Old West," a sense of "established residents" of this part of the country.
2. They are of "the traditional family" variety rather than the more modern "nuclear family" type. (This will be elaborated below.)
3. Most of them with family responsibilities are "close to" the economic stresses of lower income families.
4. Most of them see religion as a strong influence in their lives.
5. They are not a "lily white" group.
6. Most of them are people of humor.
7. Most of them are intuitive or clever, else they could not have maintained as AFDC workers in the department to this time.

-

8. They are prone to be "doers" with only some interested in individual reading or study.
9. They are sincere individuals.

Workers of the "Traditional Family." The marital status for the 113 workers is as follows:

Chart 4.--MARITAL STATUS OF TRAINEES

| | |
|----|--|
| 83 | - married (36 men and 47 women) |
| 12 | - widowed (1 man, 11 women) |
| 1 | - separated (woman) |
| 6 | - divorced (1 man, 5 women) |
| 11 | - single (2 men, 9 women), with only 2 beyond 34 years of age |

52 of the 83 married workers come from families in which both husband and wife are employed. Of these some 11 men have their income supplemented by their wives, and 10 women are the breadwinners of the family. A total of 82 workers/have children in the home. In the main their expectations for children is a university education. Some 27 workers have grown children who are out of the home. Several of these offspring are well established professional or business people in their own right. Relationships for almost all workers are with the extended family, and communications with them are frequent and maintained.

It should be noted that the strength of this family variable was made known to the Center staff after the first group of eighteen workers came to the Center. It was evidenced by the need for workers to return home for the week-ends even though travel expenses had to be met personally. Homesickness seemed to be prevalent. Upon inquiry it was found that for most workers to be away from home and family for any time over a night or two, or even for that, had never happened until they came to the training center in Seattle.¹

¹Information used to substantiate the different aspects of accountability with regard to workers selected and as given in this report is available on file in the Center. Personal data of workers was provided by the workers themselves, in fact they were pleased to give this kind of autobiographical material.

Workers as They Presented Themselves for Training

The training staff, with the objectives of the project in mind and a training content to offer, had to learn about each individual and each group as they came in rotation to the Center in order to make the greatest degree of accommodation between the worker and the training that he or she was going to experience. The incentive for training, it was realized, had to be one of intrinsic value more or less, for workers were not "promised" any material gains by participating in the training program, a strong selective factor in itself and very suggestive as to motivation. What has been written earlier in this chapter on the pre-training state of workers participating in the program gives some general idea of the kinds of individuals that were to be trained. Much of this information, particularly that of an autobiographical and of a more detailed nature, was after the fact so to speak for training staff and the task that they had to address themselves to in starting with the worker in the Center. They had the "Appraisal Sheet"¹ completed by both worker and supervisor and the other written data regarding the individual worker as previously described, as well as the benefit of a personal interview with the worker.

This accumulation of knowledge and understanding of the worker as such needs to be placed in the context of the beginning of a process between trainer and trainee, which reached its epitome in the advisor-worker relationship, started at the point of referral and continued to the end of training. The primary focus when the worker arrived at the Center, then was what he had by the nature of his or her personality and experience on the job, was he or she in fact a "learner," and what did he or she need to experience in training to become a better worker and thus improve services to families in the AFDC program.

¹See footnote, page 25.

In order to begin to answer these questions trainees were given an assignment in two parts: the first had to do with the "major concerns" of the worker as related to his expectations entertained for the training experience, and the second, with a succinct listing of "assets and liabilities" the latter being put to the worker as "those things not so 'strengthful' which all human beings, imperfect as they are, seem to possess."

Trainees' responses were tabulated, analyzed and correlated. A resume of the most important findings are given below to serve to help round out the description of the universe of worker-trainees, as to their state of being at the point of beginning training, phrased in the here-and-now. These findings should be seen as deriving from a gross kind of measurement and therefore tentative in nature.¹

Assets and Liabilities. (Explanation: Stated assets and liabilities in conjunction with stated concerns were studied and by induction and deduction an educational diagnosis was formulated. In an effort to maintain objectivity an attempt was made to rule out other knowledge of the trainees. The open-ended nature of the assignment understandably did not elicit responses to fit a schedule. The twelve areas below originated with the trainees from their voluntary responses. When possible the stated response of the trainee was tabulated, but in other instances responses were interpreted by making professional judgments. The reporting of findings in each area include correlations with other areas as they appear to be related.)

¹The assignment consisted of open-ended questions. The descriptive data within certain classifications arrived at in this analysis can now be used to fashion a measuring instrument for beginning trainees, to come to a more precise educational diagnosis with built-in predictive factors as to outcome of training.

1. Appropriate Attitude toward People. ("Appropriate" refers to those qualities usually considered as affording a positive potential for work with people.) Seventy-five per cent perceive that they have an appropriate attitude toward people.
2. Desire to Help. A few more, or eighty per cent, have a desire to help as might be expected, for this and the preceding area are considered basic essentials for a helping person.
3. Life Experience Perceived by Trainee as an Asset. Only thirty-three-and-a-third per cent perceived their life experience as valuable to learning and helping.
4. Self-Confidence. None of the trainees perceived themselves as being self-confident. Some trainees see themselves as low on self-acceptance (which is here seen as correlated with self-confidence). None see themselves as above average in self-acceptance.
5. Ability to Relate. A little over fifty per cent perceive that they have ability to relate. (Their own perceptions in "assets and liabilities" were that they could relate to many types of people but some of their additional comments refuted these statements.)
6. Values and Attitudes Judged not to Pose Difficulty in Implementation. (Attitudes extend from "attitude toward people" in #1 above to attitudes regarding religious, moral and cultural values, with such being seen in terms of the degree of flexibility and tolerance of variant attitudes and values. "Implementation" is defined as "accepting and using new knowledge to develop casework skill.") Fifty per cent of the trainees seem to have appropriate values and attitudes. Twenty-five per cent of the trainees appear to have values and attitudes that would pose difficulties. Most, but not all of the trainees who have appropriate values and attitudes appear also to be educable. (See #9 below.)

7. Personal Needs and Problems Judged not to Pose Difficulty in Implementation. (Needs and problems were seen as those having to do with security, recognition, approval, dependency, mastery, and inter-personal relations.) Only twenty-five per cent of the trainees were rated as not having unmet needs and problems. Fifty per cent of the trainees were seen as having personal needs and problems, of these a third were judged as probably poor educational risks, a third probably educable, and the remainder unknown. (An interpretation here might be that inappropriate attitudes and values do block educability but that handicapping personal needs and problems do not necessarily impede educability.)

8. Positive Identification with the Agency. (The terms "assets" and "liabilities" do not generally elicit responses in the area of identification with the agency and thus probably accounts for over fifty per cent of the trainees here not making any reference to it.) The twenty-five per cent of trainees seen as having a positive identification with the agency are almost all also educable. Sixteen per cent of the trainees have a negative identification which connects with having inappropriate attitudes toward people, having attitudes and values posing difficulty in implementation, lacking self-awareness and not being educable. (With the finding that this area correlates with other areas, it might be concluded that it is a significant index. It may be a key to successful application of learning on the public assistance job and thus a strong criterion in selection of workers for training.)

9. Educability. (Defined as the ability to acquire, accommodate and use new knowledge.) A little less than fifty per cent of the trainees have high potential; twenty-five per cent have low potential, and it was impossible to judge the remainder. The trainees with high educability potential also have, in each instance, appropriate attitudes toward people,

and eighty per cent of them perceived life experience as an asset and that they have an ability to relate. They also have positive attitudes and values. Forty per cent of the high potentials have personal problems or needs that might interfere with implementation.

10. Positive Attitude toward Learning, and 11. Recognition that Intuition is Insufficient. (Positive attitude toward learning judgments came from such trainee expressions as, "I want to know how to motivate people," or, "I want to understand behavior.") Sixty-six-and-two-thirds per cent of the trainees have positive attitudes toward learning. Sixteen per cent are negative in attitude and the remainder are unknown. Those seen as having high potential in educability also have positive attitudes toward learning. Only twenty-five per cent of the trainees with positive attitudes recognize that intuition is insufficient, and these same trainees are educable. The sixteen per cent who have negative attitudes toward learning correlate negatively to most other areas. It was not possible to judge the remaining sixty-six-and-two-thirds per cent in respect to intuition.

12. Self-Awareness. (Defined broadly, any response involving self in the cognitive, feeling, or behavioral areas as indication of some self-awareness.) A little over fifty per cent of the trainees have some self-awareness. Sixteen per cent give no indication and twenty-five per cent do not show self-awareness. A little over half of those with some self-awareness have needs or problems which may interfere with implementation. (An interpretation of the relationship between the trainees who have personal problems and needs which might impede implementation and those who have self-awareness is that it would be possible for them to attain sufficient modification to accommodate educational goals.)

Major Concerns. (Explanation: The frame of reference for classifying the trainee's major concerns in entering the training program was in recognition that learning occurs in three areas: cognitive, emotional, and behavioral resulting in the use of skills and techniques. With regard to responses addressed to the cognitive area, they naturally fell into the five areas of instruction already known to workers by previous description of what would be the content of training.)

As would be expected, workers are in the main concerned with the two areas of (1) the cognitive content of human growth and development and its related skill of assessment, and (2) the cognitive content of the casework method and the various skills particularly implementation (doing or action behaviors). With regard to skills and techniques, fact-finding is seen by almost all trainees as a skill already relatively mastered. They do not seem clearly to recognize casework planning as a step in the helping process. For more than fifty per cent of them their concern is around implementation, especially in such areas as motivating clients, interviewing techniques, use of self in relationship, recording, working with client strengths and applying casework principles, in that order. Concern regarding work with the family is implicit.

Comments on Findings. The twelve areas treated as findings in worker statements on assets and liabilities are important personal and worker components in the formulation of an educational diagnosis for the individual who is or would be employed in the field of social welfare. They come through well on attitudes toward people and a desire to help. They, like most human beings, when first faced with something new, do not give credit to life experiences. In all likelihood these workers perceive their agency experience rather than life experience as central in terms of the learning to which they are addressed. This might, on the face of it,

appear disproportionate but for the recognition that for all these workers the inherent aspects of the casework job, that is, immediate baptism in the necessity to perform in crisis situations causes early patterning of behavior for survival and cloaks the worker in an adaptive mantle that is largely determined by the situation in which he finds himself. This then predicates that the educational experience must contain aspects of un-learning as well. They fall down miserably on qualities of self-acceptance and thus having the self-confidence to do justice to themselves and to the job. They respond to "ability to relate" as would be expected of most helping persons.

There is a wide incidence of personal needs and problems among the group. However some show sophistication and maturity in conciliating these needs and problems with the ability to function on the job. The correlation with self-awareness strengthens the assumption that trainees with needs or problems may be educable. Ideally all employers would like to see positive worker identification with the agency. In public welfare there probably is a wide distribution of sentiments toward the agency for which they work, with some negative ones.

Half of the trainees come through well on values and attitudes (involving moral, religious, and cultural attitudes), but the other half pose one of the greatest hurdles, and challenges, for this project as with any other enterprise having an educational function. Educability involving a desire to change, among other things, goes for about half the group, but two-thirds have a positive attitude toward learning in their feelings and perceptions, and some are ready to move from the "lay" to the "technical" kind of worker by their not counting entirely on intuitive abilities. Self-awareness, seen here as really where the worker moves from in adequately performing on the job, is possessed in some degree by more than half of the workers and thus have something on which to build.

In expressing their major concerns these to-be trainees present the image of the worker-on-the-job from day-to-day in public welfare. Understandably their focus is on knowledge, skills, and techniques, getting the job done. They are more than aware of the most serious kinds of problems of the families with whom they work. They either think they have more skill and ability, such as that of fact-finding, than they actually possess, or gloss over or leave out basic elements of the process of study, assessment, planning, and implementation. They present themselves as almost completely needful for knowledge and understanding.

Assets and liabilities and major concerns, when taken together bring forth the two primary themes running throughout the worker-statements:

1. A general theme of frustration to the extent of despair relative to the client's dilemma and their inability to alleviate.
2. An overwhelming lack of self-confidence resulting from many pressures: client need, agency expectation, community concern, and the requirements from the federal level to provide certain family services.

This situation was compounded by a growing emphasis on the need for professional education which has permeated the department. By this they felt stigmatized. Stigmatization was also built in by another kind of contagion, coming from being so closely related to public assistance clients who are primary targets of stigma on the part of the public at large.¹

Voluntary participation in the new intensive in-service training program is seen by the workers as a vehicle in reaching what they

¹See Erving Goffman, Stigma, Notes on the Management of Spoiled Identity, especially Chapter 3, "Group Alignment and Ego Identity," if one would get a fuller appreciation of the situation in which the non-professional worker in public welfare finds himself. (Englewood Cliffs, N. J.: Prentice-Hall, Inc., 1963, pp. 105-125.)

anticipate as an attainable educational goal. They have a negligible degree of defensiveness toward learning when equated with the need to acquire a "know-how" which is imperative to them. All of this speaks well for their motivation, and what they bring is negotiable.

Summary

This chapter has been devoted to the description of the 113 AFDC workers participating in the Washington State federally financed 3-year demonstration project on intensive in-service training at the point of their pre-entry to training. These workers are the project's reason for being. Ever in the picture are the AFDC families who are needful for better social functioning seen to be assisted by the provision of improved services on the part of these AFDC workers. The training program is the "input" to the workers who in turn will have hopefully a different "output." Thus it is essential to have the greatest possible understanding of them.

Workers have been described by (1) identifying them within the general classification of non-professional social welfare workers and establishing their own specific identifications as the special group of AFDC workers selected for the training program in Washington State, (2) substantiating that they are the workers for whom the project was provided by dealing with various aspects of accountability, and (3) providing a here-and-now view of them as personalities and elaborating on their state of being as potential learners in the training program.

CHAPTER III

THE TRAINING PROGRAM: ITS CONTENT AND EFFECTS ON THE WORKERS

Introduction

The task addressed to this chapter is to describe the training program as "input" to the universe of workers and how they responded to or interacted with it. To the extent that this task is met effectively, it should provide some clues as to whether or not the workers' own "output," that is, performance on the job, will reflect change in behavior accompanied by the desired results. This latter question will be dealt with in some measure in the next chapter. Before getting into the subject of "input" and its effects on workers in this chapter, the over-all objective in training, that is, to increase the knowledge, understanding and skill of the worker to improve services to AFDC families, needs to be stated in operational terms. At the same time these objectives should be identified as having modified goals in comparison to objectives for professional social work education. What is the worker expected to do and what changes are involved? In what context are modified goals set forth?

It is not difficult to describe the training program, its important elements and how they related to each other, but to get at worker-response is. Value judgments are involved, and since they are, the evidence presented must necessarily be viewed as tentative. Nevertheless, these judgments have been made by the trainers with the participation and confirmation of the workers on both outcomes of instruction and of the field practice experience. This report on worker-response is derived from

a final rating for each worker in terms of performance, quantitatively and qualitatively, a judgment as to what stage on the learning continuum he or she has attained as of the end of the approximate ten-month training period,¹ and the final over-all rating. The results will be provided in composite for the total universe of workers who have satisfactorily completed training. Admittedly, these results cannot reliably predict performance on the job even if some environmental factors were not also involved in making job performance effective. These trainer-worker judgments can be checked as to reliability in prediction as to job performance at a later date, when they can be compared with some of the results of the formal research on actual worker performance.

Underlying the information on rating of workers in the training is the central question in regard to worker-exposure to training, "Did the workers change, and if so in what respects?" Change involves worker behavior accompanied by desired results, that is, results in job performance. Subjective judgments will indeed report in this chapter that the majority of workers changed in certain respects as effected by the training experience. Even if these judgments happen to be more-or-less correct, it is debatable whether or not these changes will be reflected in improved job performance, since even formal researchers have not as yet arrived at a means of settling the question.

Uncertainty in this regard, however, did not deter making the effort to ascertain if change had occurred and in what respect for purposes of making this report. The measurement of change, it is recognized, can be made via several routes and by different approaches. It can be in terms

¹ See page 49 for explanation on use of "approximate ten-month training period."

of individual and/or group change, noted as to its inception, its progress along a continuum, toward certain ends. It has to be identified as "change in what respects," and the ends have to be made clear. The decision was made to provide subjective judgments in regard to both group and individual change, with emphasis on group change through a socio-psychological approach. Some treatment on individual change will be provided within the context of this over-all group change.

The outline for the chapter, with the preceding as introduction, will include: (1) the necessary translation of the over-all objectives into operational terms, (2) a description of the training program,¹ and (3) information on the effects of training on the participating workers as nearly as can be ascertained at this time.

By explanation to the reader, the training program, for convenience, has been set forth in five consecutive periods which will be helpful to fix as major reference points as the report proceeds:

- Period A - 12 weeks' instruction in the Center
- Period B - 12 weeks' field practice in the worker's
respective county office
- Period C - 2 weeks in the Center
- Period D - 12 weeks in the County Office
- Period E - 2 weeks in the Center
- (Period F - 6 months following training, so marked
for purposes of formal research)

Objectives of Training

One authority has so aptly treated this subject in operational terms and in setting forth a comparison of this type of intensive in-service training to professional social work education that her statements

¹Curriculum content will be described in abbreviated form only in this chapter. Because of its primary importance, it will be reported on in the form of a Supplement (monograph), entitled, "Suggested Curriculum for Certain AFDC Workers Derived from the Washington State Experience in Intensive In-Service Training."

are herein used more-or-less as a preamble to this chapter. In relation to the special and different kind of training program:

"In considering the various dimensions of the problem of preparation of workers through staff development activities we must examine what it is which we expect the workers to do in order that the clients will be helped to more effective functioning.

"The workers must be able to establish a relationship for the purpose of enabling the client to receive the support and stimulation needed to work toward appropriate goals mutually agreed upon. This means the worker undertakes a study of the client's situation and needs thus gaining an understanding of the nature of the problem, selects a focus and undertakes to involve the client actively in the process which leads toward improvements in the client's ability to function. In this process, the provisions of the public welfare program and the worker's knowledge and skill are of the utmost importance for the outcome for the client and for the community.

"The acquisition of more knowledge and the development of finer skills are somewhat related to the motivation for the occupational choice which the worker has made. There are always reasons unknown to an individual which are powerful motivators toward the decision to work in the field of social work and public welfare. These hidden factors help account for the fact that adaptations are made in order to keep the personality of the individual worker in equilibrium and functioning. Workers in public welfare jobs have certain adaptations to make to the job demands. The greater emphasis on help to clients with their social problems, and their behavior in addition to the granting of assistance will test the ability of the worker to become receptive to another kind of demand where there is the integration of new knowledge and the expectation of developing skills along different lines. Therefore, the amount of change expected in the worker is a dimension of the problem involved in teaching workers. Furthermore, the acquisition of knowledge in the area of understanding people and the worker's ability to manage the kind of feelings which are always aroused in inter-action with clients also comprises an important dimension which must be taken into account in staff development. Workers already on staff have, in addition, another demand which is involved in change from a level and quality of performance to another level reflecting emphasis on aiding the client more directly in his effort to return in some measure to more adequate functioning. What was once considered acceptable performance on the job will no longer meet minimum requirements. The public welfare worker will be expected to develop skills in inter-personal relations that take place in his direct daily activity with the client."¹

¹ Virginia L. Tannar, Basic Social Work Concepts for Public Welfare Workers, Bureau of Family Services, Social Security Administration, Department of Health, Education and Welfare, November 1962 (Draft for Administrative Use Only), pp. 5-7.

In relation to in-service training distinguished from social work education in the teaching of basic concepts within modified goals:

"The goals of a staff development program aimed to teach basic concepts, are modified goals, if they are compared to professional education. They will always be related to immediate applicability to practice and to job demands. The expectation is that what the worker will learn will not be either as extensive or intensive as the demands in graduate professional education. There will be more reliance on the worker's initial capacities for sympathy and for intuitive warm responses to people in trouble. However, it is important to stress that the content to be given to the public welfare worker must reflect accurate, sound, and useful knowledge which is available from various fields with the field of social work contributing the most. This then demands intensive work by the agency teacher in learning to explain the basic concepts in every day language and in selecting those concepts which come first before further developments in effective practice can take place. It also calls for drill and repetition in teaching method."¹

¹Ibid, pp. 8-9.

The Training Program

The intensive in-service training program is herein described as a "system."¹ It, as a system, has been the means to strive to carry out the project's purpose by the creation and use of a given set of resources thought to be capable of achieving a given set of goals. Outlines on the functioning of the system were included in the written application for Federal funds for the demonstration project, as brought out previously.

The major features were:

- demonstration training project identified as part of the State staff development program
- collaborative work with State social service administration and field staff through the office of the State Training Unit Supervisor
- professional consultation from the School of Social Work, University of Washington and from the Federal Bureau of Family Services
- ten-month training program synonymous with "Intensive In-Service Training Center"
- worker groups trained in rotation
- training composed of both instruction and field practice in worker's county office
- training specialists serving as agency teachers, county supervisors as field practice trainers
- collaborative work between Center and county administration
- "protected" rather than "standard" caseload in field practice
- on-going, progressive and final evaluation by trainers and evaluative research in collaboration with the State Research and Statistics Unit

These features will be considered in the description of important components of the training program (that is, the resources used in the system) in the next pages.

¹For a discussion of the "systems approach" see C. H. Springer's article by that title in "Changing Directions in American Education," Saturday Review, January 14, 1967, p. 56.

1. The Physical Plant

The "physical plant of the Center" moved from the stage of collaborative planning with the architect and construction engineer beginning as of April 1, 1964 (for the project director) to occupancy of quarters on July 10, 1964. As the following description will indicate it has served well:

"The Intensive In-Service Training Center is located on the ground floor of the new Public Assistance Building in Seattle. This building is a large reinforced concrete structure approximately 120' x 220' three stories high with aluminum windows with 1/4" polished plate glass (natural grey heat absorbing). There is adequate parking space with both indoor and outdoor areas. The building is located about 1 block from a bus line. The training quarters of some 4,000 square feet were planned by the architect with members of the State Department of Public Assistance. The Center is made up of 2 classrooms, 1 large room which accommodates 18 desks, library area with shelves, and a seminar area with tables for 18, and 1 small classroom which accommodates tables for 18 trainees. There are 5 individual offices each approximately 12' x 18'; a lounge approximately 12' x 18'; a storage area which is approximately 12' x 20'; a secretary's office 9' x 12'; a reception area approximately 12' x 17', and 2 rest rooms. The individual offices were planned in size to accommodate small group sessions. The entire Center has been beautifully decorated in various pastel shades. This together with the modern steelcase furniture upholstered in various colors are conducive to a feeling of well-being and a desire to work and study."¹

The lounge mentioned above has since been converted to the "research center" of the project. It accommodates the research clerk and four part-time professional social work research workers.

¹ As described in the first progress report to the Federal Bureau of Family Services, January 15, 1965.

2. The Project Staff

The following is the full complement of staff for the project:

Professional

1/5 Supervisor of Training Unit: Marion Wold, MSW, ACSW
(located in Olympia)

Project Director: Elizabeth V. Thomas, MSW, ACSW

Social Service Training
Specialist II: Robert B. Beardsley, MSW, ACSW
Audrey B. Champreux, MSW, ACSW
Doris A. Jones, MSW, ACSW
(until August 15, 1966)
Roberta W. Reed, MSW, ACSW

Social Service Training
Specialist I: Mary E. Didricksen, MSW, ACSW
(in the position vacated by
Doris Jones, as of 7/25/66)

1/3 to 3/4 Research Analyst III: Ed Ryan, Research & Statistics
Unit (located in Olympia), and
other analysts as needed

1/2 Casework Supervisor C: Jean Bennett, MSW, ACSW (1/20/66)
Elizabeth Light, MSW (4/21/66)

1/2 to 3/4 Social Service
Training Specialist II: Grete Pfaff, MSW, ACSW (1/19/66)
Naomi F. Levine, MSW, ACSW (9/8/66)

Clerical

Secretary: Ethel Ashford (from 3/17/66)

Clerk-Stenographer II: Floral Hjelm (until 3/3/66)
Barbara Miller (located in Olympia)

Research Clerk Typist: Elizabeth Salmon (from 8/1/66)
Dorothy Smith (3/14/66 - 7/19/66)

Consultants

Consultant on Curriculum: Arthur C. Abrahamson, MSW, ACSW

Consultant on Research: Jack R. Parsons, Ph.D., ACSW

(Consultants located at School of Social Work, University of
Washington, Seattle)

The above listing of staff indicates a fortunate high degree of stability for staff. Only one of the training staff, Doris Jones, found it necessary to change employment due to commuting problems and by the offer of a permanent and better paying academic position with the School of Social Work, University of Washington. To the vacated training position came Mary Didricksen who had been a part of the training program since its inception, as the direct-line supervisor of trainees in Snohomish County.

The fact that the other Center training staff have remained with the program throughout the three years speaks for their dedication and having a commitment (without the problem of commuting that Mrs. Jones had; even so Mrs. Jones is continuing to help in writing reports and in other ways). It has not always been easy for members of the training staff, this being their first experience as formal agency teachers.

A primary requisite for the job was experience in public welfare, and they were all previously supervisors with the department. The Supervisor of the Training Unit, assisted in making names and information of likely candidates available. The project director recruited, interviewed, and recommended for employment. Some of the criteria for selection included: the kind of personal and professional qualities that would serve to "model well" for trainees, a fairly recently completed social work professional education, an ability to function well in a group, an intelligent and sensitive interest-to-excitement about the project to be launched, with positive indication of wanting to share knowledge, understanding, and experience with others (teaching) marked by obvious investment of self, and in turn to be a learner, an ability to function in a new and thus "unstructured" undertaking requiring flexibility and to a "shifting of gears" momentarily (it often proved to be), an ability (to be developed) to

represent the Center in work with county administrators and supervisors and with State Office and field staff. They had to have good potentials for serving as "educational advisors" to individual trainees. A sense of humor, to withstand all of this, was also a requisite.

Their duties have fallen into three main areas: (1) teaching a primary course, but including work on the construction and evaluation of the total curriculum content (with other members of the teaching group) and in developing their own specific area of content, discussing with and interpreting same with others. They also participated with the director in early work on research content by drawing on their teaching experience with trainees; (2) advising certain trainees; and (3) serving as liaison workers between the Center and county offices of the same or to-be advisees, as well as following through with State Office staff in Olympia. (See "Advising System" below.) The volume of their duties is quantitatively provided in Work Components and Time Allocation for Training Staff, Exhibit IV. They have made a total of 112 field visits and have participated in supervisory sessions held in the Center. (See "Field Practice and Field Supervision" below.)

The project director came to the job as a senior professional social worker with wide social welfare experience, on an international level and cross-cultural, in various capacities, such as professional social work educator (also with up-to-date professional education at the doctoral level), practitioner in terms of individual, group, and community, consultant and administrator on statewide level, and professional researcher. She came to the project with the attitude of a "pro" which has been succinctly defined as "assessing the risks and taking them on."¹ Her responsibilities

¹William Oncken, Jr., Management Consultant in speech entitled "Be A Pro!", Seminar for Training Administrators, Seattle Region, U. S. Civil Service Commission, October 1966.

on the project have been those of the project administrator and line supervisor, educational consultant, researcher and teacher.

The first two members of the professional research staff started with the project in mid-January 1966. They are professional social workers with child and home responsibilities and thus available for only part-time employment. Two of the staff were Greenleigh Associate's research workers on the recent study of the Washington State Public Assistance Program. Another was a senior caseworker on a special project for the aging, Family Counseling Service, with the remaining three having had juvenile court experience. Their primary function is that of case reader. Nevertheless, they helped the project director in formulating instructions for the worker-client participation section of the case reading schedule; they did considerable pre-testing of schedules.

The first clerk-stenographer served her time in helping get the physical plant operable and the work of the Center underway with the first five groups. There were some breaks in secretarial service until the present Secretary, Ethel Ashford, joined the staff March 17, 1966, and she has been functioning most responsibly and satisfactorily. It also has taken time to stabilize the clerical situation in the research function. The shuffling of many case records in and out of the Center, keeping detailed records and running up simple statistics seem to fit well the personality of the Research Clerk, Elizabeth Salmon, who joined the staff August 1, 1966. In the conduct of research close liaison is maintained with the Research Analyst, Ed Ryan, of the Research and Statistics Unit, located in Olympia. Mr. Ryan also works with Quality Control Unit personnel who are case reading to eligibility and related factors within the research function.

3. The Group Training Schedule

The schedule for Groups I through VII, from Period A through Period F (end of 6 months after training), has been carried out as follows:

Fig. 3.-- CALENDAR FOR WORKER-TRAINEE GROUPS
Intensive In-Service Training Center
1964 - 1967

| GR. | Trainees in Center | Trainees in County | Trainees in Center | Trainees in County | Trainees in Center | Session Ends | Worker in County |
|-----|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|-----------------|------------------------|
| | (A) | (B) | (C) | (D) | (E) | | (F) |
| I | 9/14/64 to 12/4/64 | 12/7/64 to 2/26/65 | 3/1/65 to 3/12/65 | 3/15/65 to 6/4/65 | 6/7/65 to 6/18/65 | 6/18/65 | 12/18/65 |
| II | 1/11/65 to 4/2/65 | 4/5/65 to 6/25/65 | 6/28/65 to 7/9/65 | 7/12/65 to 10/1/65 | 10/4/65 to 10/15/65 | 10/15/65 | 4/15/66 |
| III | 5/15/65 to 8/6/65 | 8/9/65 to 10/29/65 | 11/1/65 to 11/12/65 | 11/15/65 to 2/4/66 | 2/7/66 to 2/18/66 | 2/18/66 | 8/18/66 |
| IV | 9/20/65 to 12/10/65 | 12/13/65 to 3/4/66 | 3/7/66 to 3/18/66 | 3/21/66 to 6/10/66 | 6/13/66 to 6/24/66 | 6/24/66 | 12/24/66 |
| V | 1/10/66 to 4/1/66 | 4/4/66 to 6/24/66 | 6/27/66 to 7/8/66 | 7/11/66 to 9/30/66 | 10/3/66 to 10/14/66 | 10/14/66 | 4/14/67 |
| VI | 5/2/66 to 7/22/66 | 7/25/66 to 10/14/66 | 10/24/66 to 11/4/66 | 10/31/66 to 1/20/67 | 1/23/67 to 2/3/67 | 2/3/67 | 8/23/67 |
| VII | 8/29/66 to 11/18/66 | 11/21/66 to 2/10/67 | 2/13/67 to 2/24/67 | 2/27/67 to 5/19/67 | 5/22/67 to 6/2/67 | 6/2/67 | 12/2/67 |

The capacity for each group was 18 workers. Training time in the Center and in the County Office came to a composite of four months' instruction and 6 months' field practice. Some alteration was necessary to translate months into weeks for purposes of scheduling, which made the actual time spent in the training program somewhat less than the prescribed ten months. In addition to the above schedule, Groups I and II, as a combined grouping, have returned to the Center for a reinforcement, follow-up session (under the classification of "continuing training") of two weeks,

as will other groups approximately one year after the original intensive training.

One outcome, due to the newness and uniqueness of this kind of intensive training program, has been that it is not altogether easy to get over the reality of this scheduling, the concept of rotating groups, i.e., one group coming into the Center at three points in time as well as having two different groups coming in for a two-week session while a group is going through its own first three months of training in the Center. It was difficult to explain these "ins and outs" of groups and to avoid being held accountable for groups who in fact were not yet participating but expected by others to be finished more or less.

4. The Curriculum

The main resources for developing the curriculum were the two consultants to the project, Professor Arthur C. Abrahamson, School of Social Work, University of Washington, and Miss Virginia L. Tannar, Chief Staff Development Consultant, Bureau of Family Services, U. S. Department of Health, Education and Welfare, certain technical literature, and of course the resources of the training staff themselves. The groundwork was done in a series of conferences between Professor Abrahamson and the project director before the project got underway.¹ Miss Tannar, with Mr. Joe Rowell, also of the Bureau of Family Services, first visited the Center about two weeks after Group I had started training.

¹It should also be noted that, collaterally, work on the research aspects of the project was begun with the Consultant on Research, Dr. Jack R. Parsons, of the same school of social work.

The principal technical materials drawn on for help in curriculum development were:

Virginia L. Tannar, Basic Social Work Concepts for Public Welfare Workers, Bureau of Family Services, Social Security Administration, Department of Health, Education and Welfare, November 1962 (Draft, for Administrative Use Only)

Arthur C. Abrahamson, Group Methods in Supervision and Staff Development, New York: Harper and Brothers, 1959

Report of the Cooperative Project on Public Welfare Staff Training, Vol. I - Learning and Teaching in Public Welfare, Vol. II - Services to Families and Children in Public Welfare, distributed by Bureau of Family Services, Welfare Administration, U. S. Department of Health, Education and Welfare, November 1963

The 1957 Michigan ADC Study, School of Social Work, University of Michigan:

Edwin J. Thomas, The Effectiveness of In-Service Training and of Reduced Work Loads in Aid to Dependent Children

Donna L. McLeod and Lydia F. Hylton, An Evaluation of a Method for Administering In-Service Training in Aid to Dependent Children

Pauline L. Bushey, Training for the Provision of Service in the ADC Program

How Recipients Perceive the ADC Worker and the ADC Program

Washington State Department manual material on in-service training and staff development, on Prescribed Levels of Service with outlines for family and children's social studies

Eileen A. Blackey, Group Leadership and Staff Training, Washington, D. C., U. S. Department of Health, Education and Welfare, 1957

Robert F. Mager, Preparing Objectives for Programmed Instruction, San Francisco: Fearon, 1962

For general background:

Gordon W. Blackwell and Raymond F. Gould, Future Citizens All, Chicago: American Public Welfare Association, 1952

M. Elaine Burgess and Daniel O. Price, An American Dependency Challenge, Chicago, American Public Welfare Association, 1963

Considerations in Meeting the Educational Needs of Public Assistance Personnel, prepared by Mayo K. Newhouse, Division of Technical Training, Bureau of Family Services, Department of Health, Education and Welfare, April 1962

The services of the consultants proved to be very valuable.

Mr. Abrahamson assisted in establishing tentatively the areas of curriculum content to be taught.¹ He helped in discussion of in-service teaching methodology, drawing on his own extensive experience in this field, and in suggestions regarding actual scheduling and conduct of classes. The areas of content discussed and amplified were: Washington State's network of social services, human behavior, the helping process in the AFDC program, attitudes (of workers, of clients, of agency, and of the community), minority cultures, physical stress, letter-writing, reporting and record-writing. He assisted in planning for and participated in the first sessions with the Federal consultants. He has met with the total staff on curriculum content and teaching methodology, as well as on the early planning for making the final report on the project. He has been very supportive to and interested in the project.

Miss Tannar's two visits to the project have been timely and helpful in the real sense of the word. She helped to stabilize a new beginning staff of agency teachers. She dealt with lengthy lists of behavioral expectations for the trainees and a wide range and depth of course content. She okayed the areas of course content, drawn up by the staff. She helped make the decision not to treat the course of human growth and development in a surface way. She gave references for other materials, especially for the course on the helping process. She gave encouragement for continuation of the creative development of the course on the family. On her second visit she had individual conferences with each staff member, which

¹The objectives and anticipated outcomes of the project permeated all these early conferences. Direct application of training content to the day-to-day job of the AFDC worker as the basic criterion to be used in planning and developing the training content was the guideline carried over from the planning and institution of the project at the start.

conferences were greatly appreciated. The Center shared with her materials developed on the new course on the family.

Mr. Rowell is remembered for his contributions on new learning and teaching theory and for his insistence on developing the means of objective evaluation. His interested reaction to a taped "reporting out" session of one of the groups played in response to a "show-me" attitude gave the clue which led to what is to be presented in the latter part of this chapter on "worker-change."

The training staff first came together as a new group the first part of August 1964 with the first training group being scheduled for September 14, 1964. They with the project director had the unusual experience of free creative group discussion and planning on curriculum and the training program as a whole.

The group first discussed workers and their needs as they perceived them. They recognized such central things as the fact that they could assume that workers to be trained were highly intuitive to begin with, questioning how to help the worker to capitalize on this without taking away, and this to be done within a fairly short period of training. They recognized that workers would have come from a pressured job, working with large caseloads and with families in crisis, thus being frustrated and hampered, how to help them "slow down" and become learners. They discussed the probable kind of performance of workers and the changes in performance to work for in training, and set down what behaviors they could expect the workers to achieve.

Some basic decisions were made about the operation of the training program, stemming from some unifying principles or concepts that have held for the full 3-year experience: that the climate of the Center and program

would be a democratic one in all aspects of implementation. Close to this was the concept of "in some aspects man is like (a) all other men, (b) some other men, and (c) no other man."¹ It was recognized that learning is an individual process and it was principally on this recognition that the plan for the advising system was set in, the worker needed to have his own counselor as he progressed or did not progress in learning. In this regard the concept of a continuum of learning was set in.² It was also recognized that the worker needed to have the experience of being "individualized" as he or she would be expected to be able to do with clients. This brought forth the theme of "modeling," staff would need to serve as "modelers" for workers (and this they accomplished to a high degree; there has always been a certain dignity along with friendly interest in the worker and his progress). A stronger positive identification with the agency was to be fostered through teaching, through the attitudes and behaviors of staff, including the maintaining of appropriate procedures, communications, and work with the county offices and with the State administration.

The approach of staff to the content of intensive in-service training was one of experimentation and exploration, to be tested out by cause and effect in this "laboratory," quite the contrary to an approach of limiting and questioning about "rightness" or "wrongness" of this or that at every turn. They assumed full responsibility for this point-of-view. One effective reality check was early set in by the plan to have workers,

¹ Personality in Nature, Society and Culture, Clyde Kluckhohn and Henry Murray (eds.) with the collaboration of David M. Schneider (2d ed.; New York: Alfred A. Knopf, 1959), p.53.

² Bertha C. Reynolds, Learning and Teaching in the Practice of Social Work (New York: Farrar & Rinehart, Inc., 1942), pp. 75-85.

through appropriate clearance with the county office, to send copies of case recording on all cases carried in field practice to the Center.

In retrospect, this approach to the content of intensive training would seem to coincide with A. N. Whitehead's "technique of discovery": the technique of starting with the thing to be discovered and working back, step by step, as on an assembly line, to the point at which it is necessary to start in order to reach the desired object. The other way is the "technique of suspended judgment," which anticipates the effect and offsets the effect before it happens, as described by Bertrand Russell.¹ The "technique of discovery" was the first main approach to dealing with content, more latterly the "technique of suspended judgment" has been set in, staff having experienced and thus knowing the "effect" to a greater extent. This will be borne out in the descriptive Supplement on Curriculum Content (see below).

After the several productive and thus rewarding group sessions, the specific areas of course content were determined. Each staff member was given his choice as to what course he or she would teach, with the exception of the course on the social services which seemed to fit the talents, background and interests of one instructor particularly, so he was assigned this course through mutual agreement. Each person then drafted the structure, organization and content of his or her particular course, which was later reviewed and discussed with others as to its validity, as to its relevance to other courses, and to the content-as-a-whole. The entire

¹ Cited in Marshall McLuhan, Understanding Media, New York: McGraw-Hill, 1964, p.68.

content was presented and reviewed with the total staff of the Training Unit to secure their reactions and comments.¹

The Curriculum Content

The curriculum content, aimed at the practitioner level of the social welfare career worker, consists of 5 course areas: (Social Services, Cultural Components of Service, The Family, Human Growth and Development, and The Helping Process). Social Services is considered the basic course with all other courses aimed to increase knowledge and understanding, capacities and skills within the provision of Social Services.

Social Services (Mr. Beardsley). Sequence is designed to help the trainee gain greater understanding and knowledge of the changing complexity of social welfare problems, programs, policies, and needs as they relate to practice in a public welfare agency. The social philosophy underlying the administration of public assistance, and the social and economic forces that have shaped our present program are viewed from an historical perspective and related to current legislation and program development. The key objective in this sequence is to help the trainee gain a greater capacity to understand and assess social problems, needs and public attitudes in the local community and to understand and utilize federal-state-local and voluntary welfare programs to prevent and alleviate social problems of individuals, families and groups.

Cultural Components of Service (Miss Thomas). The foci are on the worker's change in social perception, on increasing knowledge, understanding and skill in the helping process by including the dimension of the socio-cultural approach, and on better knowledge and understanding of our pluralistic society and the on-going activities of certain minority or cultural groups within it. Social science concepts are used on a selective basis when appropriate to practice. On the one hand is the cross-cultural approach, on the other is consideration in depth of the principal minority groups with whom workers work, such as American Negroes, American Indians, the Spanish-speaking, with some attention to families of Asiatic cultures.

The Family (Mrs. Jones, Mrs. Didricksen). Content on the family reflects current, specific concepts to develop a framework for more

¹Time limitations did not allow for meeting with county supervisors to gain their participation in formulating curriculum content. King County participated in providing materials and discussing the training of three of their total workers to be referred, workers thought likely to be representative of the kinds who would be participating in training. These workers in fact did prove to be representative of the older age group in the universe.

exact observation and assessment of family structure and functioning. Focus is on the dynamic interaction of the family as a group and its inter-action with external structures of society, the crisis to which families are subject and their impact, and changing and repetitive, destructive family patterns. The major objective is to sharpen observational techniques and to understand family behavior, to become sensitive to emotional and physical neglect and abuse of children, and to act to correct and prevent such injurious treatment, and to provide a basis for realistic goals to strengthen family functioning.

Human Growth and Development (Mrs. Reed). This sequence develops key psycho-analytical concepts related to the helping process. The basic concepts of ego growth and functioning, anxiety, defense mechanisms, and behavior patterns are explored during the first eleven periods with particular emphasis placed on deprivation, dependency and personality disorders. The remaining 16 periods are related to study of the psychosocial levels of development in terms of the key psychological tasks to be accomplished from infancy through adulthood. Within this framework special attention is given to ambivalence, models for identification, internalization of values, controls, self-concept, separation anxiety, grief and depression. The focus is on understanding the principal dynamics of behavior to enable assessment with implications for helping process.

The Helping Process (Miss Champreux). The focus is on understanding of and sensitivity to the client as a person, his needs and the social situation in which he finds himself, and the role of the ADC caseworker in helping him move toward better social functioning. Emphasis in the first month is on establishing a firm base on which to build content, and to foster in the trainee an understanding of and identification with the basic principles of social work. Focus is on concepts relating to empathy, acceptance, self-awareness, relationship, developing skill in listening, observing and interviewing. Focus in the second two months is on the casework method of fact-gathering, assessing the information as strengths or problems, and the client's capacity, and the problem-solving and referral process. Teaching is by use of the case record, lecture, discussion, role-playing and written and oral assignment. Case records representative of the following situations and problems are used: the one-parent family, the teen-age couple, the multi-problem family, medical problems and protective services.

The following is the over-all accounting for course content in terms of the three periods of instruction and the number of hours involved:

Fig. 4.--SCHEDULE, COURSE CONTENT BY INSTRUCTIONAL HOURS
TRAINING PROGRAM
 40 weeks

| Instruction: In Center | | |
|------------------------|--|------------|
| Period | Subject | Hours |
| PERIOD A | 12 weeks | |
| | Social Services | 42 |
| | Cultural Components | 15 |
| | Family | 44 |
| | Human Growth and Development | 54 |
| | Helping Process | 44 |
| | Trainee Special Interest Panels | 8 |
| | | <u>207</u> |
| PERIOD C | 2 weeks | |
| | Selective Review, Course Content | 14 |
| | New and/or Advanced Content, such as | 22 |
| | Unmarried Parent | |
| | Alcoholism | |
| | Mental Illness | |
| | | <u>36</u> |
| PERIOD E | 2 weeks | |
| | Study, Assessment, Plan Imple- | |
| | mentation, Consultation Process. | 17 |
| | Seminar on Community Resources | 9 |
| | Field Trips | 5 |
| | | <u>31</u> |

The function of Period A (first period of instruction and worker experience in the Center) was to set in the broad base of the full range of content, with particular attention being paid to those elements, concepts, and principles which would require the longest length of time for workers to be able to understand and thus to integrate. Period C (second period of instruction in Center) proved to be the most vital period for workers, they uniformly arrived at a plateau during the latter part of Period B (first field practice experience). Period C experience, by reinforcing what was taught in Period A, by helping the worker to put together practice with theory, and by providing instruction in some new areas, assisted in worker-movement to a higher plateau of performance. Period E was a pulling

together of the total training experience, with workers assuming leadership responsibilities in teaching and sharing with their colleagues, assisted by the instructor. In another dimension, workers can be seen to move through a progression with instructors from Period A through Period E (final instruction period). At first it was the instructor "giving" to the trainees as "receivers." Gradually the workers assumed more involved roles moving to the high participant-leadership roles as described for Period E (above). Period E was the time for preparing the trainee to return to the county office, to assume the duties and responsibilities of the regular worker including the carrying of a standard caseload rather than the "protected one" of training. They also received their certificate of "satisfactory completion of the training," in a final session with an official of the State Department doing the presenting.

5. Field Practice and Field Supervision

Field practice in the worker's own county office and the amount of time in relation to that for instruction in the Center were fixed in the project plan. Workers were to have a "protected caseload" of 15 to 18 cases and they were to be supervised by professional social workers, that is, those with one to two years of professional social work education or with a MSW. Supervisors were to be field practice teachers closely related to the Center staff instructors. Center staff were assigned particular counties for full coverage of the State. Administrative lines were to be respected in the county office, starting with the county administrator, and conferences were to be held with the trainee's supervisor and only communication of an indirect nature held with the trainee unless otherwise requested by the county. Visits to counties were by advance arrangements with the county. The specific focus of the Center staff member in the county office was on the field practice experience of the trainee(s) and

the maintaining of standards for this. It was early found that supervisors needed guidelines and consultation on the types of cases to be assigned trainees at different times of field practice. The Center staff had to keep a watchful check on the number of cases assigned, a goodly number at the beginning to immediately involve the worker and to better insure the provision of a long enough time for a particular case to be carried so that the trainee would have an adequate opportunity to carry out his practice. In a consultative capacity, Center staff discussed trainee learning problems and blocks and how to get through these. Sometimes the county administrator and/or supervisors wished to discuss particular problems in more depth, or to consider different staffing plans, or sometimes the Center staff person was invited to meet with the total staff to describe and interpret the training program. Some county offices were conducting staff development programs and Center staff lent their encouragement and support. (One formal meeting more latterly was held in the Center with the County Training Specialists and Social Service Supervisors from two counties, Pierce and King, to discuss tentatively the areas of function of county-based training and that of intensive Center training, and to identify possible points of interrelating activities of the two.) As has previously been brought out, individual conferences were held with workers who had been referred for training and with those whom the county administration was considering to be referred.

There was coordinated work and sharing with the field social services staff, which process began with the selection of the first group of trainees. By direct communication and by written reports on field visits the State Office was kept apprised of the work of the Center staff in the various county offices. The Supervisor of the Training Unit, was an important link in this process.

Timing in work with supervisors was seen to be of great importance. Supervisors needed to be "brought on board" as to the content of instruction and the Center program-as-a-whole. Center staff needed to know about learning gaps of the individual trainee in order to supplement for these learning gaps and/or problems on trainee-return to the Center. Supervisors, particularly as they became a part of the training program by assumption of supervisory responsibilities for particular workers were brought together in the Center toward the latter part of Period A for the workers. This was usually a two- or three-day session involving both group and individual sessions, and one in-depth session of three days was held with certain supervisors "senior" to the training program for the purpose of securing their reactions as to effectiveness of instruction and field practice and the kinds of problems they saw. Supervisors also required a visit from the Center staff soon after the trainee returned for field practice, especially at the beginning Period B, the first field practice experience. Center staff were able to be more than precise and specific in their consultation by keeping abreast of trainee field practice performance through the careful reading of copies of case material sent into the Center. (See above.)

More recently the staff has been working with the head of Family Social Service and field staff in helping county AFDC staff implement the Federal requirements of social study and provision of quality service to AFDC families.

At various times the Center staff has discussed the two types of field practice: block or concurrent, and whether to be carried out in the trainee's own county or in a specially created unit probably in King County near the Center. They did not propose to make judgments on what had not been tried, i.e., the special unit. They recognized possible pro's and con's but always came back to the preference for a block period (especially

for more experienced workers) and for the trainee in his own county. The latter is for dealing with the reality, whatever that might be in the county office, and in the wider dimension of realizing that county visits have proved to be more impressive as to their benefits to the basic operation of the whole State Department toward achieving its goals.

The county administrative staff who have served as field practice supervisors have every one been pleased to participate in the program, they take pride in this and there is esprit de corps. For younger supervisors it is a practice concern appropriate as a follow-up to recent professional social work education. For the older supervisors, they express it as an opportunity to be in the stream of things, getting up-to-date on intensive training content and practice.

An early concern of the Center staff was the attitude of other workers toward trainees in the county office. In general, it has been a favorable response. Trainees have helped this by trying to be supportive and encouraging to other workers, sharing materials, and so forth. Their enthusiasms for the Center and their interest in learning were undoubtedly a positive factor in recruiting candidates for subsequent groups. Some county offices have arranged for planned participation of trainees in staff sessions. There has been a definite and increased interest in the use of materials in county office libraries. The field practice experience with its focus on testing out new areas of learning and providing services in greater depth has stimulated the first line supervisor to read professional journals and to attend workshops and conferences to revitalize and up-date their own level of learning so they could respond to the questions and concerns of the trainees during unit meetings and individual conferences.¹

¹New supervisors, in supervisor-trainee sessions in Olympia, have consistently held that "this kind of training experience must be made available" to them in the same way that it is being given to AFDC case-workers in Intensive In-Service Training.

Administrators are taking a closer look at their total social service staff in terms of future training - either at the graduate level or at the Intensive In-Service Training Center. The field practice assignment on community resources has focused the attention of the county office on new and developing programs in their community and on policy questions that needed clarification on the district or state level. Thus the learning experience of the trainees has had a multiplying effect on every level in the county office.

The previous information provided in this section on field practice has identified this field experience for trainees as a built-in provision of the project plan, and has described its implementation. It was recognized by both planners and later the State administration that the ultimate success of the project was dependent on how well this part of it was carried out. The volume of work on the part of many individuals has been described. It should be pointed out in this context that all county personnel, particularly the supervisors, participated in this training program voluntarily and without additional remuneration, granted that the benefits in the long run would be in favor of the county office, that is, if the trainee-worker was able to use the experience to improve practice and remained on the job. The qualitative aspects of field operations have also been previously described.

Each county office, upon the referral of an AFDC worker for training, entered into a social contract with the training center and with their worker. The element of accountability asks three primary questions regarding the supervisory arrangements, these questions asked of the county administrators involved, and of the Center staff, and of the State administration in the ultimate: (1) Were the qualifications of the supervisor

who worked with the trainee in field practice met? (2) Was continuity of supervision maintained by a given supervisor's holding with the same trainee throughout the experience? and (3) Was the supervisor really accessible to the trainee, meaning that the supervisor was in fact available to the trainee in a supervisory process? This further implies that a supervisor had the time plus interest and energy to work with the trainee. Was the supervisor, in other words, free enough from other responsibilities, to fulfill this one? What was his or her total work load at the time?

The following data derived from information in Center files and substantiated by individual written statements by trainees is provided to assist in determining how well accountability was met.

1. Professional Qualifications of Supervisors. A total of 40 county personnel from 23 county offices participated as field practice supervisors, 21 women and 19 men, during the approximate ten-month training period.

Their qualifications were the following:

| | |
|----------------|---|
| 21 supervisors | MSW |
| 2 " | 2 years of professional social work education |
| 16 " | 1 year of professional social work education |
| 1 " | no professional social work education |

The one person without professional training who served as supervisor was a county administrator of a small county office who had to substitute after a sudden departure of the original field practice supervisor for a better job out-of-state.

2. Continuity of Supervision. Seventy-seven, or almost 84%, of the 92 trainees, those completing training through Group VI, had only one

field practice supervisor throughout training. The remainder of 15 trainees, or about 16%, had two supervisors.¹

3. Maintenance of Standard Unit - Five Workers to One Supervisor.

Five county administrators and 8 social service supervisors served as supervisors in field practice. Information on work loads of the 27 line supervisors for trainees is not available. A recent study, to be reported on in the next chapter, might throw some light on the question.² Out of a study universe of 67 trainees (of the 92) it was learned that 23 or 34% of the supervisors had units of five or less number of workers; 23 or 34% had units of six workers; 9 or 14% had units of seven workers; 11 or 17% had units of eight workers, and 1 supervisor had a unit of eleven workers. (Percentages rounded.) This was the work load during the two practice periods of training. A reasonable assumption from this information is that the majority of the line supervisors had six or more workers in their units.

Accountability on Supervisory Arrangements. The requirement that all supervisors have one or two years of professional social work education, or to have MSW degrees was met with the exception of one supervisor. Those having MSW's came to a little over 50% of the total group. Continuity of supervision held to a good extent; it was unfortunate that 16% of the trainees, through no fault of theirs, experienced a break in supervision. The element of overload for supervisors, was present as a fact for several

¹ Changes in supervision were necessary because:

2 supervisors were not able to meet field practice standards for 3 trainees;

2 supervisors took out-of-state jobs (including the one referred to in "1." above) thereby affecting 5 workers;

3 supervisors transferred from supervision to staff training, thereby breaking continuity for 7 workers.

² Derived from "Caseload Characteristics, Work Assignments and Supervision since Completion of Intensive In-Service Training," a study conducted by the Center as of April 10, 1967.

trainees and thus contributed to lessening the benefit sought by the criterion on professional social work education. Thus in several instances, the high level of professionalism was cancelled out by overload in supervisory responsibility.

6. On-going, Progressive and Final Evaluation

The project plan implied that there should be on-going evaluation of the training program itself as part of the training function. Was the curriculum content in fact accomplishing what it was supposed to accomplish, was it meeting the training needs of workers, and, if lacks were found what about changes and/or additions? Research of a more formal kind was to be conducted with reference to the question of whether or not this type of training actually brought results, was it worth the financial investment?

As has been brought out, work with the consultant on research, Dr. Jack Parsons, started at the same time that work began on the curriculum for training. The research analyst in the department became associated with the project soon after this. The interesting hypothesis proposed by the research consultant and accepted for formal research was a "null hypothesis," namely, "that there would be no change in workers trained on the project." The Center staff, in their sights, not only expected change but to a high level, that is, to an ability to perform at a "high level Prescribed Services II,"¹ and so geared their expectations and curriculum

¹ Prescribed levels of services build progressively from basic services, Prescribed Level I, Prescribed Level II, Prescribed Level III. The elements of service at Prescribed Level II are of concern in the above reference. They are: a detailed, factual exploration of each of the problem areas identified for service; pre-referral exploration and discussion of follow-up on referrals with agency and the client to insure the effective use by the family of these resources; formalized (effective) use of consultation from both agency and community resources; and casework counseling. Counseling is described as "emphasizing reality-based discussion of problem areas which impede functioning and strengths which could be used in problem solving by the client." (Washington State Manual II, 3.16, effective 4/1/64.)

content. It has already been brought out that one of the key ways of performance measurement was to examine trainee case recordings. One of the first "exercises" was for each instructor to list what he expected to find in a case record that reflected his teaching. This served as a basis for setting in a measurement of final performance of each trainee according to over-all and specific areas of content measured in degrees from high to low. Each of these degrees have been spelled out in performance terms, Guide to Ratings, Exhibit III. (This early exercise also was the beginning of the process to develop the case reading schedule for formal research purposes, to fit more nearly what a trainee would be expected to do in performance, to provide a high quality service and to work effectively within the helping process with all that implied.)

Another key measurement was the progress report, always in an educational context, for each period of training for each trainee made by the advisor and by the field practice supervisor in turn with the advisor having final responsibility. An important maxim was that all evaluating and writing of reports would be shared with the trainee. This was an application of democratic procedures together with getting over to the trainee that there would be no "unofficial" communications about which he did not know. His participation in the evaluative process also let him know at all times "where he stood."

When the first group of trainees came, the Center staff looked at training as not the formalized kind of thing, with grades, and so forth.¹

¹At that time, the staff, theoretically and practically, would not have been in disagreement about this matter of grading performance. They then had their sights on issues to them of higher priority, such as finding out who this first group of trainees really were, what was the nature of their training needs, how was the content meeting their needs. They were also preparing for the second group; at the same time, they were trying to

The awarding of a certificate to the first group for satisfactory completion of the training, set in motion right there the question of "how can you certify this is so without some kind of measurement?" This whole line of thinking and discussion caused a change in philosophy: There would be a more overt structure and organization, and there would be a formal measurement of performance. This change was probably the turning point for the future of the whole project, though at the time this was difficult for staff to see and to implement, and trainees did not think they liked the turn of events so much. Nevertheless, the study on worker-change for later in this chapter, will show, without much doubt, that trainees really moved to become learners at the point of change from the informal to the formal as herein described.

The above would seem to indicate that use of evaluative measures were not only met as required but also they proved indispensable for the appropriate conduct of the training program.

7. The Advising System

The function of the Center training staff member as an advisor to the individual trainee has already been alluded to in the previous sections. It is interesting to see how at most every point in operations is the

take on the added required dimension of recruiting workers for all later groups. During this time they were also minutely examining curriculum content with the consultants from the Federal Bureau of Family Services and the supervisor of the Training Unit.

Actually, the establishment of a basis for rating trainee-performance became a process in itself, starting with written statements by instructors as to what elements reflecting teaching content each would want to see in case recordings as of 1/20/65, to decision on items to be used for performance ratings with case examples as of 2/8/66, and to the final creating of the Guide for Final Performance Rating (see below) with definitions (instructions) as of 5/10/66. This was like "making the cake from 'scratch,'" while trainees were in fact being trained and certified as to performance. Nevertheless, the strong element of soundness of judgment of training staff regarding trainee-performance as a result of hours of data-gathering and of evaluating (see above) makes for acceptance of their ratings of trainees at whatever stage the work on performance ratings happened to be.

unifying role and function of the advisor. The trainee needed consistency and continuity which he found in the person of his advisor. The imperative maintenance of the link between the Center and the county office was accomplished by the liaison person from the Center, the trainee's advisor. The carry-over from Center - county office relations to the State Office and field staff was made through the liaison-advisor person.

The concept of advisor derives from an educational philosophy: Does the learner learn more through the medium of group or is it through the process of "individualizing" on the part of one instructor in the capacity of an educational advisor? Perhaps it really is a combination of the two, but it is noteworthy that in the field of education "individualization of the student" is becoming a clarion call. In social work education there are different points of view about this matter. The project director, having a conviction derived from experience, was prone to side with individualization, the anticipation of the kinds of workers from the kinds of work experiences in the Public Assistance Department seemed further to suggest strongly this kind of philosophy and approach. The advising system as set into the intensive in-service project has proved to be its very foundation.

8. Work with the Training Unit Supervisor, Olympia

Marion Wold's early work on the beginnings of this demonstration project has been implied in the main. The Training Unit Supervisor has also been referred to in previous sections, particularly as serving to link the project through her office with various individuals and units in State Office functions. She has made her "know-how" and experience available to the Center staff and to the project. She has dealt with budget matters in the State Office, has worked with representatives of the Federal staff and

with the School of Social Work representatives at the University of Washington. She has responded to course outlines and to field practice plans, and has interrelated this part of staff development with other aspects of training in the department. She has served as trouble-shooter and as "back-stop" for the project at all times. Thus her service has been invaluable.

Accumulations of Combined Resources. This description of the training program would not be complete without pointing to certain important "possessions" that have gradually come into being: a well-stocked library of high quality, a rich storehouse of copies of case recording materials, a documentation of live activities of many sorts on tape, and almost complete records, files, and information having to do with all aspects of project operations. Copies of appropriate tapes, such as one on "Work with Recipient Groups," are loaned to others in the department. Administrative personnel have begun to refer to the instructor on the social services for official documents and data needed by them.

The Effects of Training on Workers

A consideration of the transition from "training program" to "workers" seems to be in order as a preliminary to more formal submission of evidence of effects as introduced at the beginning of the chapter. It will also serve to give some background on developmental aspects that have led to the ability to conduct measurement of effects and thus be able to report findings. Measurement, as previously explained, will be in two major forms: a composite view of final performance ratings for the total universe of workers who satisfactorily completed the training, and a report on worker-change by group, supplemented by evidences of individual change in a pinpointed way, perhaps just "little" changes but in the context of the over-all study by groups. All evidence, it must be repeated, has been arrived at subjectively and thus should be viewed as tentative findings only.

The "Matching" of Program to or With Workers. The previous description of the training program as a "system" would seem to indicate that there was little stinting on providing a width and breadth of resources to be used by the trainees as learners. From trainees, staff and others has come little or no expression of "this is too much," but quite the other kind of response, a strong receptiveness for what was available.¹ From the planning stage to its inception and operation, the training project has never been seen as "pure classwork and demonstration," so often the kind provided in in-service training in various fields.

¹It should be observed that description of the program by necessity has had to include its developmental aspects. The program, once established and functioning, will require much less time and effort for the same kinds of accomplishments as it continues. (See below.)

The previous description has also indicated performance expectations for trainees to be at a high level. The question for this part of the chapter is "how well did it take" for the trainees involved? And, close to this, "how well did curriculum content with related field practice fit this particular universe of trainees?" One can be assured that the latter was a primary question for staff, for instance they looked forward to the receipt of the first copies of case recordings for Group I from the field. In general their first action of validating was reassuring, the level of expectations were deemed to be tentatively all right. (There was, however, one glaring lack or gap, that having to do with the area of feelings, a required knowledge and understanding of these before the process of helping could actually be set in. Of course this area is the most sensitive and thus has been a continuing concern for trainers and trainees alike.) A last question, "If such a project were to be instituted now, would you suggest major changes, given your experience with this one?" In the main the response would be that little change would be made if the universe of workers had about the same characteristics.¹

The characteristics of workers were treated in detail in the previous chapter. Comes the question, "What have been some of the findings, now that trainees have participated in the program, most have completed training, and returned to their county offices?" The answer is that most of them were capable learners and thus were able to benefit by the training (which is expressing the same "fitness" as just referred to under program).

¹The continuing intensive in-service training program for a wider universe of trainees under State auspices retains the general training format with training content being considered basic with some special additions.

Final Performance Ratings. The criteria for selection, as earlier given, would seem to set these particular trainees apart as a special group as among all AFDC workers in the department. Research findings might throw some light on the question of similarity with other workers, performance ratings as given below would seem to substantiate the "special group" classification, for all workers who satisfactorily completed training (to this time of reporting) had an over-all rating from "satisfactory" to "very satisfactory" on a five-point scale. In other words, the "floor" for all workers was at the satisfactory level. A reference to the listing of behavioral expectations for this level (See Guide to Ratings, Exhibit III) will show an achievement of a required good, quality performance. Given the "floor" for performance of this universe of workers at the satisfactory level or better, nevertheless they evidenced a normal distribution in over-all class performance, which made them in this way like any other group of learners who have varying capacities. Again they presented general patterns of learners in that some performed about evenly in all areas while others performed irregularly. (This latter accounts for the few less satisfactory ratings for some trainees in the chart below.)

The following is a consolidation of individual ratings to sum up the final ratings for 92 trainees who successfully completed the course.¹ It will be seen that the highest number of ratings are in the "above satisfactory" range, "satisfactory" is somewhat less than that in numbers.

¹One worker did not complete training satisfactorily. A second worker who was not progressing well left the agency for another job in the first field practice period, a third had to withdraw because of illness. Group VII consisting of 17 workers will complete training as of June 2, 1967. One of their members has voluntarily resigned from the agency as a result of his new perception that social welfare is not his field, a result of exposure to training including sessions with his advisor.

At least 158 individual areas of performance are rated "very satisfacaory," with some 11 over-all ratings representing 11 trainees, being "very satisfactory." Thus these results would seem to substantiate that there was a high correlation between the kind of program offered and the capacities of performance of workers. It should again be repeated that ratings were arrived at in a very careful manner by advisors, especially stressed in the examination of almost all case materials (requiring about 20 hours of work per trainee). The staff, nevertheless, has indicated a possible tendency to "over-rate," but in general this element is not so impressive when the chart is read horizontally, taking each area of performance into consideration and the range shown there. The meaningful translation of ratings in this respect can come by reference to the rating guide (see above): for instance, a trainee, to achieve the highest rating on his or her position along the learning continuum, would need to have arrived at the beginning stage of integration. Again, in submitting this information, on over-all rating of performance in training, the point is again made that this does not necessarily predict the same or near level of job performance; it suggests potentials, everything else being equal in the job situation and with the individual concerned.

Chart 5.-- FINAL POINT RATINGS FOR 92 TRAINEES¹

| Performance Areas | Very Satis. | Above Satis. | Satis. | Less Satis. | Totals |
|---|-------------|--------------|--------|-------------|--------|
| I. Quantitatively | 14 | 41 | 37 | 0 | 92 |
| II. Location, Learning Continuum | 12 | 31 | 48 | 1 | 92 |
| III. Qualitative | | | | | |
| A. Study, Assessment, Plan, Implementation | 15 | 30 | 45 | 2 | 92 |
| B. Focus on Family as Client | 18 | 50 | 24 | 0 | 92 |
| C. Response to Feelings | 13 | 24 | 51 | 4 | 92 |
| D. Cultural and Ethnic Areas | 16 | 43 | 31 | 0 | 90 |
| E. Skill in Inter-viewing | 12 | 22 | 58 | 0 | 92 |
| F. Skill in Initiating & Maintaining Relationship | 18 | 48 | 24 | 2 | 92 |
| G. Use of Programs | 24 | 55 | 13 | 0 | 92 |
| H. Referral Process | 16 | 42 | 34 | 0 | 92 |
| TOTAL | 158 | 386 | 365 | 9 | 918 |
| IV. Overall Rating | 11 | 45 | 36 | 0 | 92 |

Group and Individual Change. The objective of worker-change by exposure to training is more-or-less universal in all in-service training endeavors. It is the individual who changes, nevertheless to use the group approach and analysis has become classic mainly through the impact of Kurt Lewin who led the field in group dynamics in the 1930's and 1940's. To quote him: "It is usually easier to change individuals formed into a group than to change any one of them separately." He arrived at this generalization through his studies of group function.² His studies on

¹Two workers were not rated in the Cultural and Ethnic Areas (D) because their field practice did not provide for application in this area, that is, they lacked ethnic groups in caseload.

²See Group Psychotherapy and Group Function, Max Rosenbaum, Ph.D. and Milton Berger, M.D., Eds., New York: Basic Books, 1963, pp. 14-16.

productivity around World War II are particularly pertinent as well as later studies by those following Lewin on the group function and process in which almost every major industrial, labor union, religious as well as educational groups have shown tremendous interest.¹

The need to determine change and in what ways was early recognized as necessary. Fortunately there had been "reporting out" sessions on the part of all trainee groups at various points in their training experience, such as, what had happened to them in the first field practice experience. The beginning sessions were seen to be rich in content, so taping the sessions became a regular procedure in the Center. In the staff's casting about trying to find a source of information regarding change, some "soundings" were made of the taped sessions, and then with good indications resulting, work was started in earnest. What has developed is (1) a beginning formulation of change in terms of stages within the context of changes

¹It should be pointed out in this context of the group approach to change that as far as "group" was concerned in training workers in the Center, "group" was viewed mainly in terms of its being the instruction medium. Trainees came to the Center as individuals, or in two's or three's. They naturally moved into their own training group formation and at certain points they moved into inter-group relations with other training groups. Group development was a natural consequence, and they were worked with as a group, mainly by the project director, who assisted them to organize to the extent they needed to for formal and informal purposes and functions. Some of the operative elements of group, such as its therapeutic and supportive aspects, its proneness to contagion and excitement, and all the rest, were recognized as being present in some degree at various times and were dealt with when necessary. What is stressed here is that the group dynamics approach was not used with these training groups, nor was the group work approach used as a basic method. Furthermore, work with client groups, with family groups as a special case, a group work skill so badly needed in public welfare, was not a part of training because it was thought that these particular trainees needed to spend their time and energies on achievement in the person-to-person relationship. Instruction on the Helping Process covered those kinds of instances when more than one or two members were present in the interview situation. Instruction on the Family covered the cognitive and affective learning aspects of family as a cultural group.

in social perception as seen on a continuum,¹ and (2) a tentative and subjective judgment on change-by-group on the part of one analyzer (the newest member of staff) and later agreed to in general by other staff members.

A description on the study of worker-change is included as Appendix A to this report. What herein follows is the over-all tentative finding on experience of change for the total group of trainees, related to the three functions of learning and with an amplification on change from one through six stages. Following information on change for the total workers trained, will be the judge's impressions regarding change for each group with interpretations, and, lastly some examples on individual change.

Over-All Finding: That there was experience of change for all groups with the exception of Group I on whom available material was limited but there were indications of little or no change for them as of the end of Period A.

Change was in all three functions of learning: the cognitive, the affective, and the conative with the affective dominating for most trainees in terms of sense of value, taking the form of successive stages as on a

¹Though not consciously relating this kind of formulation at the time to one set forth on "Stages of Social Perception" in a psychiatric context (see "Some Distortions of Perception and Their Consequences in Relation to War," Psychiatric Aspects of the Prevention of Nuclear War, New York: Group for the Advancement of Psychiatry, 1964, pp. 259-260) and used as reference in the course on Cultural Components, the staff discovered that there were striking similarities in the two. Also, in the search for a measurement on change, the staff was mindful of the work of Dorothy D. Hayes and Barbara V. Varley of the Florida State University (through individual correspondence) and of that of Horace Lundberg and John Kidneigh, (see their "Are Social Work Students Different?" Social Work, July 1958, pp. 57-61), as well as the work of others.

continuum having to do with aspects of social perception. The stages are as follows:

- Predominantly
a turning
outward
1. Stage One - discovery of the existence of a second perception other than one's own
 2. Stage Two - evaluation of the relatedness of the second perception to one's own; in this process of relating the unknown to the known there is a moving from the general to the specifics
(Stage Two action should be totally resolved before one can move to the next stage.)
 3. Stage Three - discovery of many points of view
 4. Stage Four - re-discovery and conviction that in some aspects man is like (a) all other men, (b) like some other men, and (c) like no other man
 5. Stage Five - a turning inward with anxiety producing a testing of oneself in terms of the perception arrived in Stage Four
 6. Stage Six - recognition of the normative aspects of "all one's relationships to all other people's relationships," the concept that all things are relative

Consolidation into Natural Groupings

- | | |
|------------------|--|
| 1. Stage One) | The process of invalidating the single point of view |
| Stage Two) | |
| 2. Stage Three) | The process of validating the multi-view |
| Stage Four) | |
| 3. Stage Five) | The process of validating self with the multi-view |
| Stage Six) | |

Fig. 5.--SCALE, STAGES OF LEARNING RELATED TO SOCIAL PERCEPTION

When groups were analyzed through the mid-range or modal group of trainees holding for each training group, they were seen to have distinctive characteristics in terms of the kind of reaction they had to the

learning experience. The following is setting forth the impressions of the judge with tentative interpretations as to meaning:

Group I. This group did not actually come through as students or learners. They sounded very much like explorers or challengers and they did not move as a group beyond this point. The dominant attitudinal theme which seemed to come through sounded as though they were saying, "You should have given us more and you should have given it better." One gets the impression that they participated much as one would at a social gathering.

Position on Scale: Beginning of Stage One (see above)

Group II. This group described their learning experience in a plethora of words that contained a tone of shock or unreality to the learning experience. Examples were: "I felt like an astronaut," "I panicked and had memory blocks," and "I felt like I could conquer the world, but I was frightened."

Position on Scale: Upper limit Stage One (see above)

Group III. This group was heard as reflecting a tone that was in sharp contrast with Group II. Here the dominant tone was one of student eagerness. There was a great quantity and variety of evaluative terms with which they described the learning experience but the consistency of tone in these terms was very evident. With emphasis and repetitiveness they described the experience as: "gratifying challenging, involving, satisfying, interesting, exciting, a revelation."

Position on Scale: Upper limit Stage Three (see above)

Group IV. This group continued to show a sharp contrast, as found with previous groups, in terms of the kind of change that was predominantly taking place. Their statements contained an impressive quantity of self-evaluative terms not heard from other groups. The tone was one of self-criticism, self-abnegation and of guilt about their attitudes toward clients prior to training.

Position on Scale: Beginning Stage Four (see above)

Group V. This group reported with a dominant feeling tone of depleted energy in one session and as a revitalized group on a subsequent one. The end result seemed to show that this group had made a serious initial investment in the learning that caused a psychic drain, but with the support they received in the mid-point of training, two weeks in the Center, they were able to capitalize on the earlier learning investment. They described the learning experience in terms of the meaningfulness and richness of it to them. The picture here was one of "more depth of feeling" about the experience than the previous groups had indicated.

Position on Scale: Beginning Stage Five (see above)

Group VI. This group had the distinguishing characteristic of a preponderance of cognitive learning that they were able to verbalize. They described the learning experience in terms of what they had learned and what they were able to do (in field practice) with what they had learned rather than in terms of a feeling sense. They seemed to have moved beyond the level of emotional reaction. The tone was one of confidence gained through cognitive awareness that they possessed useable knowledge.

Position on Scale: Mid-range, Stage Five (see above)

Group VII. (This group has not finished training but results of sessions were contrasted with those of the other groups at comparable points of time through the mid-two-weeks of training in the Center.) This group was characterized by a tone of "forthrightness" of expression of feelings quite early in training that was not achieved by early groups at the completion of training. This group indicated sophistication which might be beyond that which was practical for agency casework if it continued to progress within the training period at the same rate with which the later groups (above) progressed with time.

Position on Scale: (Still in training, unable to measure)

What might appear to be obvious to the reader in viewing the progression of change from group to group toward the ultimate, is that a major factor was probably the improvement of training content and teaching skills of the trainers. The turning point, as previously brought out, is thought to be the change from the informal to the formal in structure, organization, and content of the training program, which change in fact was instituted with the third group of trainees.

Individual Change. The following are a few examples on individual trainee change within the over-all context of worker-change by group:

Member of Group IV. Before training this 27-year-old male could best be described as intense, intellectual, compulsively organized, ambitious and action-oriented with a basic core of high personal integrity. There was serious question as to his ability to perceive feelings and to empathize. During the early part of the instruction period of training he demonstrated excellent intellectual adeptness and surpassed staff expectations by struggling with the emotional counterparts. As he engaged in considerable self-introspection, sensitivity and empathy emerged and this emotional learning was transformed into flexible use of self in relationship and in responsive interviewing skills.

Member of Group IV. The following is an example of a trainee who was frankly ambivalent in her feelings about entering the training program. After twenty years as a public assistance caseworker she was not at all sure she would benefit by the training. However, she quickly became involved in the learning task, and when she began work with families, it was apparent that her approach to them was quite different. Her feelings of frustration and anger toward the dependent client were modified as she began to understand the meaning of his behavior. She was better able to withstand hostility and resistance as she reached out to help the multi-problem families, and, in fact, expressed a preference for working with them.

Member of Group V. This trainee, aged 40, was a partially active ordained Baptist minister. His stance with clients was to tell, advise, and counsel with heavy reliance upon the eligibility structure. What-ever threatened was repressed and he was a conscientious, hard-working but emotionally inhibited man.

Upon beginning training he quickly perceived deficiencies in not having a social science background, but for some time he diligently hung onto his old understanding, rejecting the new content. He encountered some concepts basic to social work which were dichotomous to his life learning; for example, perceiving behavior as it falls on the continuum of normal through pathological versus judging behavior in terms of moral right or wrong with no in-between variables. Also the concept of different abilities in people to make and act upon decisions and choices versus the notion that by will people can do right.

Change began during the first period of training but the catalyst was the supervisory relationship which promoted self-awareness as it affected his reactions to clients. Painfully he became aware of his denial of self-feeling, and gradually attitudinal shifts were noted. The greatest change was in his ability to recognize and respond to client feeling. He is still involved in translating this very large dose of intellectual and emotional learning into implementation skills.

Member of Group IV. This is an example of a young worker who came to the training program with a good basic intellectual understanding of human behavior and of the casework method. She was beyond the mid-range of trainees in this respect. In the early sessions she was somewhat impatient seeking answers to specific problems of interest to her in practice. Underlying this impatience was confusion and doubt about how the theory relates to helping people. During the training experience there was steady progression from the intellectual understanding of concepts to the emotional level of perceiving, and experiencing feelings, including the trainee's use of self in the casework process. The result was a deeper, more comprehensive realization of her responsibility to the client and the importance of the worker-client relationship.

Member of Group VI. This is a 32-year-old single man who when referred for training was evaluated by the county office administrator as "reticent and rather passive," and "a degenerating member of staff" who had actually been considered for demotion, as he was "drifting with little purpose." Once in training he immediately became involved in the learning process and with advisory support and stimulation he began to "bloom." Because of several irregularities in the first period of field practice (insufficient number of cases and need to make a change in supervision), the advisory relationship was intensified to offer stability and continuity. He developed into a highly sensitive, vital and skillful worker, achieving an above satisfactory final rating. His administrator perceived this change as "rather striking--now we have a different person. He shows interest, enthusiasm and real involvement in cases with intelligence and ability that were either latent or tarnished." Despite a meager grade-point-average his self-confidence has increased to the extent that he is petitioning the University of Washington for probationary admission to the Graduate School of Social Work.

The following are direct worker statements which provide clues as to the nature of change:

| <u>Clue</u> | <u>Worker - Statement</u> |
|--|---|
| Less feeling of stigma | Before, I knew casework was a hazy something called relationship. Training is like getting the "facts of life told to you. Suddenly the whole world changes." I feel prouder meeting other agency people in that we persist where they wrive off. This training has been good because it has helped me in talking with the most professional of people. (Younger worker, Group IV) |
| Better management of negative feelings | My fears of striking back when the client becomes hostile are gone. (Older worker, Group IV) |
| More realistic perception of role responsibility | I have learned not to feel personal failure if our hopes are dashed. I am grateful for the philosophy. A year ago I would have been full of self-blame. I have learned to relax. You can't be objective if you are tied up. Changes don't throw me like they used to. (Older worker, Group V) |
| No change (End of Period B) | I'm attached to my people, I don't like them referred to as "these people." I have real trouble with dictation now, before I just said what I felt like saying. (Older worker, Group IV, not of modal grouping) |

Clue

Worker - Statement

Improved self-concept

I felt self-conscious and a need to justify my presence to client. I still feel insecure but more confident where I connect my learning with my cases. I am less self-conscious with clients. I am better able to accept supervisory help. I have more confidence as I have changed my ideas, such as, I now see that parents want to be good parents, I see value in client's goals even when limited. I don't worry so much.
(Older worker, Group V)

Free of Social
Humiliation

My original purpose in coming for training was to increase my self-confidence, improve my own self-concept... I can talk now.
(Older worker, Group VI)

(This trainee had written a statement at the beginning of training that his purpose in coming was to "learn how to be a little more objective in my approach to people. I am too much a perfectionist." A severe stammer of this trainee evident at the beginning of training was alleviated to the extent that he was able to verbalize his latent purpose in seeking training with free and open speech.)

Help in
Personal Life

My five-year-old came home with his pants wet. Before training I would have critized him as this was my first instinct, but I stopped and thought about what I had learned at the Center.
(Older worker, Group IV)

Summary

This chapter has described the intensive in-service training program and has attempted to provide information as to how it "took" with the trainees, the older and/or experienced workers and the younger workers.

This was done by: (1) an introduction, (2) a necessary translation of the over-all objectives of the training program into operational terms, (3) a description of the training program, and (4) information on the effects of the program on trainees, by providing evidence from a composite rating on performance in training, by describing and giving tentative findings on a study of worker-change by groups, supplemented by descriptions of individual-trainee-change.

CHAPTER IV

THE JOB PERFORMANCE OF WORKERS

The determination of the job performance, or "output" of the workers is the subject of this chapter. An accounting first needs to be made of the original 113 trainees as a universe. Furthermore, the output of the workers needs to be qualified in terms of those factors which might have served to "slant" or limit the kind of performance they might otherwise have achieved, especially in light of their final ratings for performance in training as described in the last chapter. With the accounting of workers and the qualifications of the work situation out of the way, the job performance, which is thought to be the result of training, or the "input" to workers, will be examined.

The Trainee Universe

Some basic questions come regarding the workers who have been trained in this program: how many of them did not make the grade in training, how many have left the department, of those who are still with the department, how many are still AFDC workers, where are the others functioning, and where are others headed? The following numerical "countdown" (so to speak, starting with the original 113 trainees and traced through to the actual number of AFDC caseworkers on the job as of March 31, 1967), additional data, and comments will serve to answer these questions.

Fig. 6.--STATISTICAL COUNT OF TRAINEES

| | |
|---|-----------------|
| Total number of trainees | <u>113</u> |
| No. wkrs. still in training, Group VII | - <u>18</u> |
| Tot. no. trainees through Group VI | <u>95</u> |
| Tot. no. not certified for satisfactory completion- | <u>3</u> |
| 1 withdrew while in training* | |
| 1 could not meet requirements | |
| 1 withdrew, incapacitating surgery | |
| <u>Tot. no. certified for satisfactory completion</u> | <u>92</u> |
| Tot. no. terminated employment with department | - <u>6</u> |
| To Dept. of Voc. Rehab. | 2 men |
| To Public School system | 1 man |
| Reassumption family duties | 2 women |
| Deceased | 1 woman |
| <u>Tot. no. enrolled in graduate school of S.W.</u> | - <u>2</u> |
| Tot. no. in department, but transfers | - <u>13</u> |
| 7 Casework Supervisors "B" ¹ | |
| 1 Employment Counselor | |
| 1 Medical - AFDC combination | |
| 4 Intake | |
| - 1 CWS | |
| - 3 AFDC | |
| <u>Tot. no. AFDC caseworkers</u> | <u>72</u> |

*Total includes duplicate count adjustment, i.e., the 1 man who withdrew from training took outside employment at one and same time.

¹The minimum qualifications for casework supervisors, as established for Supervisors A, B, and C, approved by the State Personnel Board on 3/30/66, are as follows:

- A. A bachelor's degree, preferably in one of the social sciences, and one year of experience as a Casework Supervisor Trainee;
- B. A bachelor's degree, preferably in one of the social sciences, and either one year of graduate training in an approved school of Social Work or graduation from the ten months' departmental intensive training school and two years of professional casework experience;
- C. A master's degree in Social Work and one year of professional casework experience.

Additional Data on Trainees

Since March 31, 1967 five workers have signified their intention to apply for or have taken casework supervisor "B" jobs, five workers have been transferred from regular AFDC loads to AFDC intake. One Group VII member (man) has resigned from the agency.

Attrition rates. From the previous chart certain attrition rates can be determined (percentages rounded):

For 2.7% of the 113 trainees - Non-completion of training

For 5.3% of the 113 trainees - Their loss to the department

For 11.5% of the 113 trainees, - Job transfers within the
(including 6.1% to department
Supervisor "B" positions)

Comments. Probably the most striking outcome is that regarding the loss of workers to the department. The 5.3% loss over a 2½ year time (September 1964 - March 1967) is considerably lower for this universe of workers than the usual 18% to 20% attrition rate for the department as a whole. In several known instances, participation in the intensive in-service training program itself was the reason that workers stayed with the department.

With reference to the 2.7% not completing the course, certain factors that worked in the selective process for determining workers to be trained are not shown. For instance, some workers were encouraged by Center staff or others not to participate, or, some made their own decision not to do so. Two of the 3 men (and the additional one resigned after March 31, see above) eliminated themselves while in training because they realized they probably would not be able to perform satisfactorily through to the end of training. They were individuals who probably should not have attempted work in this field. In these instances the project could be seen

to have been of service to both the individuals involved with their clients and to the department.

In addition to the 2 trainees who followed training by enrollment in a school of social work, one other trainee has been accepted and awarded a scholarship by one school of social work, and a few more are planning vaguely for application sometime ahead. Two or three have applied since completing training but have not as yet been approved as candidates. It was expected from the start of the project that some few trainees would go on to professional school. One of the two former trainees now in school is reported as doing very well, the other's progress is unknown. The above information would seem to sustain that workers in the aggregate were properly selected for this kind of training, at the same time the few discovered to have potentials were encouraged to change over from one career line to the other, that is, over to professional social work.

The number of workers, 7 or 6.1%, promoted to supervision is much less than what some people expected, because of the department's need for supervisors and due to the creation of the Casework Supervisor "B" position (see above), which to the worker meant a promotion and thus more income. The Center staff has consistently interpreted the type of training provided, that it was in-service training at the practitioner level. Also a worker needed to go through to the integrative stage of learning in his training experience before he could share with (teach) others that which he knew.¹

¹ Ibid. Bertha Reynolds in her Learning and Teaching in the Practice of Social Work establishes the stages of use of conscious intelligence in learning as follows: I. The stage of acute consciousness of self; II. The stage of sink-or-swim adaptation; III. The stage of understanding the situation without power to control one's own activity in it; IV. The stage of relative mastery, in which one can both understand and control one's own activity in the art which is learned (the beginning of which stage has previously been cited as the highest point of expectations for workers completing intensive in-service training), and V. The stage of learning to teach what one has mastered. - Through the years this formulation by Miss Reynolds has proved to be not only sound but applicable in teaching and it has similarly been so in measuring the progression of learning for workers in this training program.

This interpretation is known to have had some effect with certain workers and county administrations. Some administrations, especially those oriented to professional social work, have not required this kind of interpretation from the Center.

Some 5 workers plan to go shortly into intake. Actually the present trend in the department seems to be to transfer workers trained in intensive in-service to intake in recognition of their increased and special competence.

The Trainees' Work Situation

An examination of the work situation of trainees is to try to answer the question: "Have the workers in fact had the opportunity to use the training they have received?" The "work situation" relates to conditions of job performance in the county offices. Job performance covers the total span of performance: (1) while in training, (2) six months after training (Period F in Center terminology), and (3) Post-Period F to March 31, 1967.

While in training the workers started using their acquired new knowledge and understanding in field practice following the first 12 weeks of instruction in the Center thus its inclusion herein. The Period F has been and is considered the most crucial time for it is then that the trainee becomes a regular worker, moves away from the "protected work situation" of carrying some 15-18 cases to that of a "regular" caseload of the AFDC case-worker. The longer view, from beginning training through March 31, 1967, is attenuated to concerns of learning theory; such as: "How long does it take for training (or education) to have the desired effects on the learner?" and "At what point in time does learning need to be reinforced?"

There are two major reference areas in provision of information regarding the trainees' work situation: (1) The requirements stipulated by the Federal Bureau of Family Services for States electing specified services for families and adults with defined problems (see below); and (2) The work situation as it actually exists in the various county offices, stemming in great part from Washington State's departmental policies, such as, the freezing of personnel (no employment of new personnel) from 4/1/65 to 7/1/65, and the drive to get clients "off the rolls" into employment beginning 8/1/65. (This was the early training time for Groups I and II.) Both had to do with the economic situation in the State of Washington, herein seen as having on the one hand, a negative effect in terms of lack of funds for the employment of new workers, on the other, a positive effect in terms of the upswing of employment opportunities generally in Washington State, beneficial to those clients who could move into the broader work-force field.

The requirements stipulated by the Federal Bureau of Family Services, earlier referred to, are standard-setting: Service caseloads in AFDC are to be not more than sixty cases and ratios of supervisors to workers not in excess of 1 to 5.¹

¹ A full statement is contained in the current "Administrative Review of Social Services," by the Federal Bureau of Family Services, specifically the "Plan Requirements" which cites that "For States electing specified services for families and adults with defined problems in addition to the prescribed services under the given titles: Provide for such services only when the caseload and supervisory standards defined in the first paragraph of IV-4700, item D-5 are substantially in effect in respect to the cases requiring prescribed services. (Our underlining.)

General Instruction Form FS-349.7, Budget Bureau No. 122-S67001, 2/67.

The findings of a study, first referred to in the last chapter, on "Caseload Characteristics, Work Assignments and Supervision Since Completion of Intensive In-Service Training," April 10, 1967 will be used in this report to give some evidence of whether or not trainees had the opportunity to use their training appropriately, in the context of standards set by the Federal Bureau of Family Services and in the context of the reality work situation (described somewhat above) in the various county offices.

The study was designed to answer three specific questions:

1. Were county offices able to hold the worker-trainees' caseloads to the prescribed level of 60 case points during and after Period F?
2. Was there continuity of supervision for the trainee during and after the "F" period?
3. Were county offices able to maintain the ratio of 5 workers to 1 supervisor to insure accessibility of supervision during and after training?

Some preliminary explanations on the study. Background information on the study purpose and method of study are as follows:

The purpose of the study was to obtain descriptive information about the trainee's caseload size, work assignment and supervision during Period F, six months following completion of In-Service Training, and up to March 31, 1967.

The data for the study was obtained from 79 completed schedules for two periods of time: Period F, six months after training, and Post-Period F, that is, the time interim from completion of Period F to March 31, 1967. The following is the numerical count-down for the caseload aspect of the study:

| | |
|---|-------------|
| Total no. certified for satisfactory completion | 92 |
| <u>Eliminations from study for Period F</u> | <u>- 13</u> |
| No response, but still AFDC caseworker | 3 |
| Attending a prof. sch. of social work | 2 |
| Terminated employment with dept. | 6 |
| Transfers within dept. | 2 |
| <u>Tot. trainee universe in caseload study, Period F</u> | <u>79</u> |
| <u>Eliminations from study for Post-Period F</u> | <u>- 35</u> |
| Groups V and VI, still in Period F | 27 |
| Transfers within dept. | 8 |
| (Due to time factor in transfer it was possible to include in caseload study 2 Supervisor's B and 1 Medical-AFDC caseworker.) | |
| <u>Tot. trainee universe in caseload study, Post-Period F</u> | <u>44</u> |

In responding to the schedule on the caseload count, the workers were instructed to weight their caseload during Period F by applying the formula of one point for each AFDC family case and three points for each AFDC application and to mark the item that best described their caseload during Period F. In order to obtain a measurement of their caseload following the "F" Periods, the workers were requested to list their case count (number of AFDC families and pending AFDC applications) as of March 31, 1967, the date of the project's conclusion. The month of March also represents a peak for cases throughout the state in the AFDC employable category.

The formula for weighting the size of the caseload assigned to the worker is based on the number of AFDC families and AFDC applications and does not include cases or applications for other categories of assistance within the family unit such as OAA, DA, AB, or GA. Furthermore, the formula does not consider the internal activity in the caseload such as the number of cases transferred in and out of the load and the number of cases closed or opened for any given month, nor does it credit the worker with additional assignments that range from inter-state service cases to investigations for the Selective Service Board. These are all time-consuming activities, and thus the size of the caseload reflected in this study represents a conservative estimate of the individual worker's responsibility.

Responses of 88 per cent of the 79 workers were based on actual records of their caseload activity available in the county office. The remainder of the responses were based on the worker's valued judgment as he thought back on his work experience during the Period F. In addition, supervisors and administrative staff were encouraged to write comments on the final page of the schedule if they had additional information about the worker's assignment. In no instance did a supervisor or administrator differ with the worker's response. (Prior to distribution of the schedule to county offices, the usual clearance of the plan and schedule was made through the Training Unit Supervisor with the State administration, including the five district administrators who cover the State as a whole.)

Findings regarding the caseload size. The basic finding was that only 35% or approximately one-third of the workers were assigned to caseloads within the prescribed level of 60 points or less during Period F; 38% of the workers had caseload points from 61 to 70; 18% had caseload points from 71 to 80; and 9% had 81 points and over.

The figures for the caseloads for Post-Period F show an improvement with 61% or approximately three-fifths of the workers assigned to caseloads within the 60 point level. For this period, only 14% were judged to be overloaded compared to 27% during Period F. (These differences in the two

periods under consideration may be accounted for by the fact that a proportionately higher number of workers with caseloads above 70 points were dropped from the study sample for Post-Period F. Furthermore, differences may be accounted for by an actual reduction in caseloads in Post-Period F in conformity to standards.)

The following study tabulations supplied the information on the above findings:

Chart 6:--TRAINEES BY CASELOAD SIZE FOLLOWING COMPLETION OF INTENSIVE IN-SERVICE TRAINING.

| Item | Period F ¹ | | Post F ¹ | |
|------------------|-----------------------|----------|---------------------|----------|
| | No. | Per Cent | No. | Per Cent |
| Size of Caseload | | | | |
| 60 pts. or less | 28 | (.35) | 27 | (.61) |
| 61 to 70 | 30 | (.38) | 11 | (.25) |
| 71 to 80 | 14 | (.18) | 4 | (.09) |
| 81 and over | 7 | (.09) | 2 | (.05) |
| Totals | n = 79 | 100 | n = 44 ² | 100 |

Extra assignments, in addition to that of caseload assignment, those kinds of tasks that prove to add to time and energy consumptions for the workers, and somehow are not always included in examination of the worker's total job, were a subject of study-inquiry as well. Workers were requested to give information on five items relating to extra assignments: surplus food applications, uncovered loads, additional intake, inter-state service, and overdue reviews. They were asked to indicate whether assigned rarely, occasionally, regularly, or not at all, and during both Period F

¹Period "F" is the study period six months following completion of Intensive In-Service Training; Post F is after the first six months and up to March 31, 1967.

²Difference in totals due to the following: 27 workers had not completed Period F, 8 more were assigned to intake or supervision.

and Post-Period F.

The most significant finding about extra assignments is the fact that 23%, or approximately one-fourth of the group during Period F had regular extra intake duties in addition to their responsibility for a regular AFDC load. There was an upswing in over-all extra assignments for Post-Period F which suggests that to this extent workers were given some protection in Period F. One item, overdue reviews, was not considered to be significant for either period. (Some samples of worker-comments about extra assignments: "Surplus food applications, on call every Monday;" "emergency intake assignment one afternoon per week;" and "responsible for an uncovered caseload one day per week due to lack of staff.") The following tabulation has provided information on the above findings:

Chart 7:--TRAINEES WITH ADDITIONAL WORK ASSIGNMENTS
DURING PERIOD F* AND POST-PERIOD F**, BY
PER CENT

| Item | Rarely | | Occasional | | Regular | | None | |
|----------------------|--------|-----|------------|-----|---------|-----|------|-----|
| | F | PF | F | PF | F | PF | F | PF |
| 1. Surplus Food App. | .35 | .13 | .14 | .14 | .05 | .16 | .46 | .41 |
| 2. Uncovered Loads | .32 | .25 | .22 | .25 | .06 | .09 | .40 | .41 |
| 3. Additional Intake | .18 | .18 | .10 | .25 | .23 | .16 | .49 | .41 |
| 4. Inter-State Serv. | .29 | .29 | .16 | .16 | .03 | .05 | .52 | .50 |
| 5. Overdue Reviews | .03 | .05 | .03 | .00 | .00 | .00 | .94 | .95 |

*n=79
**n=44

Comments on Findings Regarding Caseload Assignment. To the extent that these findings are reliable, and it is thought that they are highly reliable, the first conclusion is that the Federal standards to be applied to the provisions of any and all AFDC services were not met in large measure for the trainees, as the providers of these services, in this demonstration project. Rather consistently workers have verbally communicated the condition of overload (which this study has substantiated) and

Center staff has been exceedingly sensitive to this condition, but could only communicate to administration because their role here was solely that of liaison person or consultant. The demonstration project as such had no authority, by funding, beyond the conduct of the training program itself. There was a concern about standards, about the duress placed on workers, about the conditions under which learning could take place and could be reinforced. There was also concern regarding the formal research evaluation of the outcomes of the demonstration project. The research design is measurement of job performance before and after training, and six months later (Period F) in order to make comparisons as to differences in performance.

Instructors in the center have always used as a frame of reference the 60 caseload assignment without question. Nevertheless, there have been frequent discussions with trainees, especially those who function well, that the ideal caseload for such a worker would be a caseload of 40 rather than 60. In other words, the best job performance could probably be brought off by maintaining a ratio of intensive-in-service-trained-worker (with what he has in performance potentials) to a caseload of 40 families rather than 60. In fact, some few workers have been fortunate to have had such a smaller caseload after training.

Continuity of supervision for the trainees was the second question to which the study addressed itself. Information on continuity of supervision for workers in the training period, it will be recalled, was provided in the last chapter. The same information is included herein to provide a consolidated view on the subject, that is the maintenance of continuity of supervision for workers from the point of beginning field practice in the training program, through to March 31, 1967.

Explanation. Supplemental data on supervisors on file in the Center in addition to information derived in the above described study universe of 79 trainees allowed for a wider coverage of trainees in response to this question. All supervisors, including line supervisors, social service supervisors, and administrators have been included.

The following is the numerical count-down for the continuity of supervision analysis:

| | |
|---|-------------|
| <u>Tot. no. certified for satisfactory completion</u> | <u>92</u> |
| <u>Eliminations from analysis for Period F</u> | <u>- 3</u> |
| Terminated employment with dept. before Per. F | 3 |
| <u>Tot. no. in Period F Universe</u> | <u>89</u> |
| <u>Eliminations from analysis for Post-Period F</u> | <u>- 33</u> |
| Groups V and VI, still in Period F | 29 |
| Terminated employment with dept. | 1 |
| Transfers within dept. | 3 |
| <u>Tot. no. in Post-Period F Universe</u> | <u>56</u> |

Findings on the maintenance of continuity of supervision. The findings regarding continuity have proved to be much better than those findings regarding caseload points of workers just reported. The major finding is that 75 of 89 workers, or 84% of the workers, had no more than 2 supervisors through Period F with some 41 or 46% having had only one supervisor. Even though reporting for Post-Period F is necessarily partial the strength of continuity, that is, workers having no more than two supervisors seems to have held; 40 workers or 71% were in that category in Post-Period F.

It was most unfortunate that 14 or 16% of the workers to have 3 or 4 supervisors in Period F, and for some 16 or 29% of the workers to have had 3 to 5 supervisors in the Post-Period F to March 31, 1967. This is serious for each of the 30 workers involved; gross statistics cannot erase these effects.

The following tabulation has provided information on the above findings:

Chart 8:--SUPERVISOR-TRAINEE CONTINUITY

| Item | Training Per. | | Period F | | Post-Period F | |
|-------------------|---------------|----------|----------|----------|---------------|----------|
| | No. of | Per Cent | No of | Per Cent | No. of | Per Cent |
| Wkrs. Per Cent | | | | | | |
| No of Supervisors | | | | | | |
| One | 77 | (.84) | 41 | (.46) | 12 | (.21) |
| Two | 15 | (.16) | 34 | (.38) | 28 | (.50) |
| Three | -- | --- | 13 | (.15) | 9 | (.16) |
| Four | -- | --- | 1 | (.01) | 5 | (.09) |
| Five | -- | --- | -- | --- | 2 | (.04) |
| Totals | 92 | 100 | 89 | 100 | 56 | 100 |

Maintenance of the ratio of 5 workers to 1 supervisor was the third question (see above) to which the study addressed itself. This is the standard required by the Bureau of Family Services, as previously brought out, to insure that the supervisor is in fact accessible to the worker. The integral part of planning the demonstration project was the provision of supervision of the worker-trainee by a professional social worker. Given the professional social work background of supervisors and continuity of supervision (for the record as just examined), these afford little if the supervisor in fact did not have time for the worker. The history in public welfare is that most workers have had "to go on their own" so much of the time. As for the content of intensive in-service training, the supervision of the professional social worker in field practice - it is axiomatic to say - is absolutely necessary for the worker to get returns on his investment in training, as well as the other "investors" in the training program toward improved services to families.

Explanation. For data to respond to the third question the sole source of information was derived from the completed schedules of the

study (see above). Because the nature of the question implied an analysis regarding line supervisors only, those workers having supervision by county administrators or social service supervisors were eliminated from the count. The latter numbered 12 for Period F and 7 for Post-Period F. Thus the study universe for the maintenance of the ratio of 5 to 1 was reduced from 79 to 67 workers for Period F, and from 44 to 37 workers in Post-Period F.

Findings on maintenance of the ratio of 5 workers to 1 supervisor.

For the workers as a group the accessibility of the supervisor was not present in large measure. Only for 23 or 34% of the 67 workers had supervisors with 5-worker units in the training period, for 18 or 27% of the workers for Period F. The partial reporting for Post-Period F had a better showing in that 17 or 46% of the 37 workers had supervisors with 5-worker units, but this data in itself is not conclusive. However, if supervisors with 6-worker units are added to those of 5-worker units, some 46 or 68% of the workers fell into this category in the training period, 44 or 65% of the workers in Period F, and 26 or 70% of the workers in Post-Period F (partial reporting). Though the 6-worker unit is above the standard, the experience of the project has been that workers have had fairly good accessibility to the supervisor under these circumstances. The real loss has been for 21 or 32% of the workers in the training period, to 23 or 35% of the workers in Period F, to 11 or 30% of the workers in Post-Period F, all workers being in the category of having supervisors with a load of 7 to 9 workers.

The following tabulation has provided information on the above findings:

Chart 9:--WORKER - SUPERVISOR RATIO FOR TRAINEES

| Item | Training Period | | Period F | | Post-Period F | |
|----------------------------|-----------------|----------|--------------|----------|---------------|----------|
| | No. of Wkrs. | Per Cent | No. of Wkrs. | Per Cent | No. of Wkrs. | Per Cent |
| No. Wkrs. for Superv. Unit | | | | | | |
| Five | 23 | (.34) | 18 | (.27) | 17 | (.46) |
| Six | 23 | (.34) | 26 | (.38) | 9 | (.24) |
| Seven | 9 | (.14) | 15 | (.23) | 5 | (.14) |
| Eight | 11 | (.17) | 8 | (.12) | 6 | (.16) |
| Nine | 1 | (.01) | -- | --- | -- | --- |
| Totals | 67 | 100 | 67 | 100 | 37 | 100 |

The report of the study on the preceding pages has covered the specific questions on caseloads, on continuity of supervision, and on the accessibility of supervisors to trainees by providing its findings in each area. Some further work has been done in anticipation of an obvious question: "Were there trainees who experienced hardship in all three areas, and if so, how many?" To answer this, the search was started with the 7 workers who had 4 or 5 supervisors through Post-Period F (see above), then a check was made with regard to the other two areas, that is, caseload and accessibility to see if these same workers were negatively effected in these areas as well. The finding was that some 5 workers experienced extreme duress: one worker had 5 supervisors, a caseload point count of 71-80 and during training had 2 supervisors who had units of 8 or 9 workers, pressures lessened for her later with more accessibility of the supervisors. Another worker had 4 supervisors rather than 5, but with this exception, his situation was very similar to the first one. A third worker is about the same. The fourth worker had a casepoint of 61-70 but otherwise was in the same category as the second worker. The fifth worker was similar to the third worker above.

Conclusion. This part of the chapter on the trainees' work situation has presented a quantitative view of the kinds of work situations in which worker-trainees carried out their responsibilities in the provision of hoped-for improved services to AFDC families. In so doing, the important element of accountability in terms of how well training commitments were kept with the workers who elected to participate in the training program was also covered. A varied picture came through, some worker-trainees had greater opportunities than others, and some were seriously handicapped environmentally. A better work situation for all worker-trainees would have been the desire of those responsible for the training program and responsible for making this report. The Center staff's serving as advisors and liaison persons, referred to more generally previously, can now be specifically pointed to as being responsible for "making the training program work," in the provision of support and sustenance to the trainees, and in being persons of real help to county administrations and supervisors.

It is granted that the description of the work situations of trainees has been necessary, yet an uneasiness exists in pinpointing so minutely for trainees in the demonstration program when it is known that so much of the elements applying to them, applies also to all workers in the department. It is remembered that a total of three years has been covered, and in this time the department has experienced tremendous change. Again, the basic problem of not having enough supervisors to do the job in the counties has been ever present. From this vantage-point a matter-of-fact statement might have been that the intensive in-service training program has gone forward within the reality of what conditions existed in the department, at the state level and in the county offices throughout the State.

The next and last part of this chapter will present a much brighter picture than heretofore on the most important question of all, "What has been the job performance of the worker, his 'output' following the 'input' of training."

The Job Performance of Worker Trainees

In this section the actual job performance of worker trainees will be mainly attested to through the submission of actual case material, or vignettes, for the reader to make his or her own judgment about job performance. Job performance is defined as performance in the field, whether during or after training, (for work with AFDC families started after 12 weeks of Center instruction and has continued to the present time). The quest, in locating and selecting materials has been in search of quality of service, with the final ratings in training for 92 workers and the guidelines for these ratings serving as the frame of reference. In addition, there will be short resumé's of statements made by field practice supervisors (county supervisors) as to their observations of the behavior of workers on the job, behavior which to them denotes change as a result of exposure to training.

The following vignettes, it will be seen, are arranged under the five classifications of prescribed service needs to illustrate both the breadth and depth of various worker-trainees' job performances. The resumé's by supervisors will follow the vignettes and will mark the end of this chapter.

Example of Service Need-(1) Unmarried parents and their children with specified problems. Mrs. E applied for ADC for herself and her four children at a point when her ex-husband had discontinued support during an industrial strike and she herself was unable to work because she was pregnant out-of-wedlock. The baby was born dead. In the five-week period before the father again resumed support and the case was terminated there were three interviews. These focused on the death of the baby, and Mrs. E's relationship with the putative father and her ex-husband. Mrs. E was able to express her feelings toward the loss of both of these men in her life. She also told of her guilt about the illegitimate pregnancy and her grief in delivering a still-born infant. Because of this support which helped Mrs. E to express and clarify her feelings, she was able to feel more confident in facing her problems.

Example of Service Need-(1) Unmarried parents and their children with specified problems. This caseworker met the challenge of working with an illiterate 35 year old Mexican woman with 5 children and a seemingly unsurmountable marital tangle. After an unhappy marriage, Mrs. A formed a relationship with a man who was helpful to her and her children. There was one illegitimate child from this relationship and Mrs. A realized it would be better if she could legalize her situation. Her problem lay in the fact that her prospective husband, an itinerant farm worker, did not earn enough to support the family. The caseworker helped her seek out the possibility of some support from the VA pension of her previous husband who was disabled. He also looked into the possibility of some training to prepare this mother for something more secure than the farm work she had done each summer. This mother took good care of her children, and made progress through her own efforts to better their situation. Although the problems were not solved, the caseworker's continued support and help on concrete possibilities as well as in discussion of ways of meeting problems gave incentive and encouragement to this troubled family.

Example of Service Need-(1) Unmarried parents and their children with specified problems. In this situation, the caseworker's supportive sensitive help to a 35 year old part-Indian woman, helped her to deal with the problems of raising her four children without inquiry or emphasis upon her past difficulties. Mrs. C had given birth to three of her four children out of wedlock. She was aiming for more stability, when she pinned hopes upon relationship with a man who left her when he learned of her pregnancy. In spite of this pattern of unstable relationships with men, Mrs. C did love her children, and showed her concern in giving them good care. There was only one discussion which the client initiated about her guilty feelings and her chagrin about the recent birth of this last baby. Efforts were focused on a thoughtful educative approach to the mother's question about understanding and caring for the children. Mrs. C. was also responsible for a five-year-old niece, neglected by her mother, and was most helpful to this child. The caseworker was effective in help which concentrated on building a constructive relationship which focused on the present. Perhaps her understanding of the Indian patterns of family relationship helped her approach.

Example of Service Need-(2) Families disrupted by desertion or impending desertion. With this AFDC family the caseworker had to pace herself carefully and approach the client most thoughtfully because she entered a situation where a great deal of damage had been done by the preceding worker. A 36 year old client grieved over the breakup of her marriage, realizing her own irritability had been a factor. She had shown serious physical and emotional displacement following a thyroid operation. Her appearance had been radically changed by bulging eyes and she suffered from trembling and nervousness. She lived in a home, formerly a store, and did not seem able to consider change. The previous caseworker decided that the client would be benefited by employment. She also thought better housing could be found in a less isolated situation. When the client resisted efforts toward change, the caseworker launched a fraud investigation to see if a man friend was living in the house and contributing to its upkeep. When the client learned she had been cleared of this charge she was so humiliated by her obvious exposure in this tiny community, that she was hostile to the worker, who asked to be relieved of case responsibility.

The new worker (trainee) actually made her first call when there was a misunderstanding about appointment time. She did not turn to moralization or cold disapproval when she found the client in her negligee, talking to her boy friend and 16 year old son while she tinted her hair. The worker did realize this mother was highly upset and should not be pushed from her family home or to immediate employment. She also saw implications in the boy's overly close relationship to his mother and the possibility of a seductive factor. She encouraged the positive factors in the boy's good school adjustment and talked with him of summer job and Youth Corps opportunities. She recognized his preference for private employment to avoid designation in school as an assistance client. She also interpreted eligibility flexibly enough to allow him to use the excess income to buy school band and curriculum needs. The caseworker encouraged the mother to express her feelings and found that huge debts from illness meant wage garnishment should she find any work. The client after thinking the pro's and con's, obtained a loan to finance bankruptcy. This was considered an overpayment and relieved a constant disturbing pressure. The worker also talked through the client's discouragement with medical help, and referred her for a complete pre-employment physical. This provided both evaluation and continued care. The caseworker praised the positive elements in the boy's development noting that the mother had encouraged him to think well of his father so he was able to follow a good masculine image. Following the father's yearly visit, the mother consented to have him return to California for the school year. The caseworker's supportive-non-judgmental approach had helped this mother to gains in her functioning without making demands beyond her capacity. This psychological support continued after the boy left, so vacation reunions were a positive experience.

Example of Service Need-(2) Families disrupted by desertion or impending desertion. Illustration of a flexible, understanding approach that supported an ADC mother over a difficult period allowing her to work out important long time decisions in a thoughtful way.

Mrs. W, an attractive 23 year old woman, supported her year old child for nine months after her husband deserted her. She applied for ADC when she lost her job. Following this in trying to get legal custody of the child through a Nevada divorce, she encountered difficulties because of lack of jurisdiction. This prevented her from taking advantage of her mother's offer of help and also allowed her husband to seize the child while Mrs. W was away. The caseworker in helping Mrs. W to face this complicated situation, realized she had lost eligibility for AFDC. She was given the possibility of General Assistance while working out her legal employment difficulties. The caseworker used the eligibility contacts to help Mrs. W think through her ideas, drawing out her attitudes as related to her own family experience. She was sensitive to Mrs. W's feelings and supportive to her efforts to understand her child's needs and her own desires. Mrs. W borrowed money from her family for legal expenses and was awarded custody of the child. She was helped in evaluating the adjustment that she and the child faced as the little boy had been badly frightened by the experience.

Mrs. W's desire for training was encouraged by referral to Title V counselor. Mrs. W decided however to return to her family in Nevada as they promised to finance college training. Her decision was carefully considered and seemed to be wise. The flexibility and consideration of the client's needs in an in between period...avoided the frequent problem of getting stuck in classifications and enabled the mother to work out a new plan requiring a different adjustment. If the caseworker had not offered both financial support and counseling, Mrs. W might well have floundered under the burden of impossible difficulties. Moreover, the financial help over this crucial period actually helped Mrs. W to achieve independence through her own efforts.

Example of Service Need-(2) Families disrupted by desertion or impending desertion. When 41-year-old Mrs. J deserted her 56-year-old husband, and six children, they seemed to feel no loss. Her care had been erratic, and numerous relationships with other men had taken her from the house. The father, a thin, underdeveloped man was no longer able to follow the crops because of physical deterioration. His vision was near the legally blind rating and he was illiterate. Much of the responsibility seemed to fall to the seventeen-year-old son. He had dropped out of school to help the family but with encouragement, returned to complete high school, though he was behind his age group. Another son, in spite of the inadequacies in the home, was on the junior high honor roll with A grades.

Coming into this family of migrant, Arkansas farm workers, one was struck by the physical hardships, and the manner in which they made do with little. In the first interviews, the father not only spoke few words, but was fearful, unable to look directly at the worker. Her first attempts to know the family revealed that though this man had difficulty functioning in society, he was the king in his family and a source of solidarity and loyalty. The children were spontaneous and affectionate, seeming uniquely willing to help each other. The caseworker encouraged these strengths, and found that gradually the family welcomed her, and asked for help on their concrete difficulties. They blossomed with her attention and asked her advice. She was able to deflect the father from some poorly considered plans. Realizing his poor judgment and lack of ability, the caseworker still felt there were gains in the home. The bolstering of the older son's more thoughtful ideas helped in avoiding pitfalls, without undermining the father, for this older boy seemed to be the father's helper and the model for the 4 younger brothers. The caseworker decided the only girl, a ten year old, required careful consideration, without any abrupt change. Besides giving her special attention, the caseworker arranged for a camp placement and enlisted the attention of her school teacher and nurse so she would have some female attention and relationship. Though realizing little change could be expected in this father, the caseworker was able to build on strengths and to provide some safeguards, by utilizing community resources to alleviate some of the inherent problems in this motherless home.

Example of Service Need-(3) Families with adults with potentials for self-support. This 26-year-old Negro woman had four children ranging in age from 4 to 9 years, three of these being illegitimate. She had been helped by the previous caseworker to realize the possibility of getting training for employment. The worker-trainee supported these gains and referred Mrs. T to the General Education program. She was helped concretely when her baby sitting plans failed, but more than that she was helped to have confidence in her own ability and to realize that she could attain satisfactory goals for herself and her family. Mrs. T seemed to unfold as a person. She gained in awareness and was able to consider ways of improving her discipline of the children and to progress in planning for their care. When the GE course was completed, MDTA funds were obtained to enable this mother to follow her interest in training as an LPN. As the mother saw her accomplishments, she displayed ability to lead a more stable life.

Example of Service Need-(3) Families with adults with potentials for self-support. This 24-year-old mother of a three- and a five-year-old boy, had graduated from high school. She showed a good deal of adequacy in planning after she realized the possibility of secretarial training through MDTA. The caseworker respected her ability, and was able to form a good relationship which supported Mrs. D appropriately without minimizing her independence. The contacts planned to be less frequent were meaningful and gave Mrs. D opportunity to discuss her plans and to think out her problems. The mother completed her secretarial course, and had prospects of work. The case was terminated when she married. Her choice was based on a thoughtful decision, and she was able to plan to work part-time to supplement her husband's income.

Example of Service Need-(3) Families with adults with potentials for self-support. This case had been known intermittently over an eleven-year period. Realizing that the 51-year-old mother, though complaining of her daughter's selfish ways, undisciplined behavior and compulsive eating, was actually encouraging these patterns, there had been many attempts, both to confront the mother with her activity, and to guide her toward the service of a community mental health clinic.

An attempt then was made to guide the mother toward more satisfying activity to lessen her complete focus on her daughter and her martyred attitude toward life. The mother felt rewarded in attending General Education classes and passed the exam. The plan for business school training met with many complications because of Mrs. D's extreme nervousness and anxiety which brought numerous crises of psycho-somatic illness. The CWT counselor and caseworker cooperated closely in arranging a flexible program, which allowed for these disruptions, while supporting the mother's desire to continue the course. The mother's fears had led to over-conscientious studying which in turn led to exhaustion and inability to profit by daytime instruction. As the worker consistently encouraged Mrs. D and interpreted the situation, there was some relaxation, and she was able to complete a filing course and to go on to a work placement with the library. This situation protected Mrs. D from undue pressure and she was able to perform well on a half-time basis in pleasant surroundings. She completed her trial period, and was engaged as a regular library employee allowing termination of assistance.

There were parallel accomplishments with the girl. She was bright in school, but had decided to take a business course so she could earn more quickly. The caseworker's referral helped her to get summer employment as a teacher aide with the Headstart program. This gave her both money and incentive to begin to follow her real interests and to plan for college. The mother also was supported in making some requirements so that the 17-year-old daughter, for the first time, assumed some responsibilities in the home. She began to take an interest in furthering her domestic skills. These gains were accomplished with a clear understanding of the dynamics of this family, where mother and absent father had infantilized this daughter in competing for her loyalty. Focus was moved from the daughter's symptoms to encouragement of positives, to relieve the family stress. The gains resulting were made through use of supportive and environmental activities which helped the client's positive growth without attempting to aim at insight into the unconscious elements which had created the problems.

Example of Service Need-(4) Children in need of protection. A caseworker, in handling the situation of a 28-year-old divorcee who had a history of inadequate functioning (with referrals and complaints to the school, the juvenile court, and Children's Protective) showed gains could be made through a carefully paced approach. She geared the interviews to support the potential and accepted this woman client's limitation. The client had clearly defined paranoid tendencies. She was preoccupied with exaggerated problems of neighborhood friction, and defensive toward school criticism. Nonetheless her five children were underweight, and both hungry and dirty when they appeared at school.

The caseworker slowly established a positive relationship. She realized the pathological symptoms and alienation from the community and saw the need to give acceptance while making some requirements for better care of the home and the children. The caseworker's regular visits and supportive attitude produced gains in the mother's personal care and in her parental functioning. When the mother asked for referral for vocational training, she was able to respond to the caseworker's expectation that she first put her house in order.

The caseworker made the effort to gain an exception to policy when a technicality meant that the mother's acceptance of an ear-marked cash gift from the grandfather to pay demanding creditors would have been labeled as an overpayment. This would have robbed the family of the intended benefit and burdened them harshly with the penalty of a prolonged reduction in grant. This action along with other casework activities came out of a realization that supportive help could enable this mother to function, while a critical or punitive approach would throw her over the narrow margin into a state of dysfunction.

Example of Service Need-(4) Children in need of protection. This trainee's understanding approach, geared to the family's pace and interests, was effective in forming a relationship, which opened up the possibility of helping this hard-to-reach family. The trainee's recording, itself, best reveals the new awareness:

"Impression: After these first 3 initial interviews it seems to me that the B family is entirely different than the B family which I had known previous to going to intensive training. At this time it seems to be very warm and friendly and most cooperative with anything that is suggested. I think in the past that perhaps not enough time was spent with the family in order to explain program to them adequately so that they felt comfortable in doing what was required of them and also doing things that would be beneficial to the family. In the area of food stamps I think perhaps they could have participated previously if there had been enough time spent explaining the program. They needed to know the gains this expenditure could bring them. During these recent visits the Bs were a bit more proud of their living conditions and there was considerable improvement in the cleanliness of the interior of the house.

"The children were all present during the interviews. They seemed to be very polite and interested in the family affairs. Most of the children were very eager to enter into the conversation and usually they did have something concrete to offer. The oldest daughter Jean seemed to be somewhat reluctant to talk with the worker and there may be something troubling her. She does seem to be a quiet child in contrast with the rest of the children. The children seemed concerned about their school. The older girls were busy making some clothes before school started. They also were concerned about their attendance in school. In the past their performance has left something to be desired. I feel confident that a good relationship has been established with this family and that I will be able to see them frequently enough to provide them with the services they require. I do think that some contact will probably have to be made with the school to see if there is something that we may be able to do to help the children to achieve more. If they should become discouraged they may decide to drop out of school as their older brother did."

Example of Service Need-(4) Children in need of protection. The Z case is a good illustration of improvement achieved in the functioning of a mother with a long history of inadequacy. This mother came from a family, who with many of their relatives had been dependent on public assistance since the 1930's. She left school after the ninth grade because of "sickness," and this still formed the main center of her conversation.

Following the failure of her marriage, and an unsuccessful reconciliation, she and her 2 sons were welfare recipients continuously except for a brief period when they achieved support through a Labor and Industries allotment. Mrs. Z kept house poorly, seemed to be without any hope, and was so focused on her bodily ills that any chance of improvement seemed remote. The older boy, age 12, was still enuretic and because of fighting at school a child guidance referral was attempted, but this was not acceptable to the family. A caseworker coming in to this discouraging situation found the mother disinterested in any possibility of work because of her feeling of physical weakness. The caseworker through great effort and a series of bi-weekly interviews was able to connect with this mother, forming a relationship which allowed expression of the mother's thoughts. She was able to tell of her feelings about receiving assistance, and of her resentment toward her position in her own family. This was a source of much of her difficulty in adjustment and the mother was obviously relieved at the opportunity to express her feelings to someone with an objective encouraging viewpoint. Mrs. Z was helped to take a step outside of her problems and beginning a class in Basic Education enjoyed the contacts and seemed to blossom out, with an improvement in her efforts at grooming and housekeeping. The improvement showed lessening of stress in the home and a betterment in the older boy's behavior. Thus in a situation where there was no acceptance of a Child Guidance Clinic referral or of direct vocational help, some gain was made within the family, which was important to the children's development. It was also a first step on the way to possible employment. However, even if this goal was unsuccessful the gains in the family would be important.

Example of Service Need-(5) Children with special problems. The understanding of a caseworker enabled Mrs. L, a 52 year old mother from an impoverished Southern milltown, to a realistic adjustment in the new cultural environment of the Northwest. More important it enabled the mother to cope with the developing needs of her adolescent daughter.

Mrs. L had been the oldest of 11 children in a sharecropper's family. Married at the age of 15 to a migrant worker, she raised 5 children who married at an early age. She passively accepted her husband's brutal domination as a way of life, until he deserted her. Then a married daughter established Mrs. in Washington, with the remaining child, a 15-year-old girl. This girl had received little schooling because the family had followed the crops. She operated at a fourth grade level. The schools cooperated, working closely with the caseworker. They placed this adolescent in a special class where she was able to be among her own age groups in a high school setting. The older sister became frightened when the younger girl began keeping company with an 18-year-old boy, who was leaving for the army. In their anxiety, mother and daughter asked for police help to avert what they saw as a possible catastrophe.

When the caseworker entered this situation, she quickly recognized the cultural gap, which showed even in the family's speech. She saw the pattern of early matching for marriage, and in helping the mother to make realistic limits, she eased their anxiety, without becoming punitive with the young girl. This allowed building of a casework relationship that supported the mother's strength, recognizing her homemaking abilities, and her genuine interest in her children. The girl began to confide in the caseworker, telling of her serious interest in her soldier friend. On his furlough, she brought him to the SDPA office to introduce him proudly to the caseworker. Together they discussed their rather mature hopes and plans. The worker's interest furthered self-confidence of both mother and daughter toward each other. As a corollary gain, the mother began to establish herself and make friends in the community. The girl did well and extended her skills in her school work.

Example of Service Need-(5) Children with special problems. In this family of seven children, three had been diagnosed as being retarded. The forty-two-year-old father was declared emotionally unemployable by a review team, after his many years of fruitless efforts to obtain employment. The 33-year-old wife had obvious mental limitations. The living conditions were poor, food seemed insufficient, and the children went to school in dirty clothes. In addition to this the father's religious convictions had prevented inoculations or other necessary care. He blamed the schools for his children's lack of progress and frequently tangled with them, over minimum requirements for child hygiene, or special educational plans for the children. The caseworker, in focusing on the close family ties and the parents' pride in the children, was able to break down their antagonism to the extent that they made efforts to improve the housekeeping and physical care of the children. She then went on to discuss their differences with the school and was able to settle some of the misunderstandings, and to lessen the conflict with the school. This highly passive mother was finally able to express some of her concerns which helped her functioning. The domineering father, if not changed, at least showed some signs of pacification which allowed community and school benefits to reach the children. The caseworker also helped them to get some concrete needs for household equipment which aided the task of child and home care.

Example of Service Need-(5) Children with special problems. In this situation, a trainee recognized that two retarded parents were hindering their four-year-old's development. Her referral and cooperation with Headstart program was a beginning wedge to work with a problem that could have otherwise gone unnoted.

The R family was known to SDPA for a number of years. The retarded parents could not locate employment. They were suspicious of caseworkers, and were fearful of criticism. The caseworker realized that 4-year-old Shirley's inability to talk or to dress herself was related to the inadequacies in the home as well as to an element of retardation. Because the parents themselves had been raised in an institution for the retarded, they were fearful of a proposed plan for nursery school for Shirley. The caseworker took time and patience to explain to them the advantages of Headstart and to clarify their ideas. She also had to help them to digest their feelings, and to understand Shirley's need for special attention.

After referring Shirley to Headstart, a conference was called which involved the various agencies, and the medical, teaching, social work, and psychiatric personnel as well as the para-professionals. The AFDC worker's presentation helped all of the people involved in working with this four-year-old child, to understand both the child's personality and development and the dynamics of this retarded family's multiple problems. Their understanding of the parent-child relationship, and couple's fears and concerns, as well as their way of functioning, led to discussion of the child's behavior, and plans for direction and division of future work with the family.

Resumes by Supervisors. The following case illustrations cited by field practice supervisors show gains in competency effected by training. In each of these cases, the supervisor was acquainted with the trainees before and after training and could make comparative evaluations.

A trainee had learned the importance of reaching out in terms of a mother's needs to create a change in parental functioning of benefit to the children. She showed this new skill in connecting with a married couple who moved frequently to different counties when their problems were noted. They had previously "slammed the door" on caseworker's efforts. The trainee was able to make an approach directed to the family's expressed concerns so that they talked about their troubled feelings. The worker then involved them in working actively toward some limited solutions. They ceased their running and began to show stability in other areas.

One mature and thoroughly reliable trainee had shied away from family focused casework after experiencing failure in some cases with difficult children. Before the training period she was keeping to a safe path of eligibility determination. With the encouragement of her training experience, she began to work again with the troubled families and was pleased with the positive results, and more patient with the areas of failure. She learned to use eligibility constructively to teach clients how to live within the structure and found this led to other gains in their living. She became enormously helpful in unit meetings through sharing her knowledge with other workers.

Knowledge of the importance of using structure constructively is stressed in the training program. One worker, who previously operated impulsively, but with warmth, showed a gain in skill when she used this understanding in helping two teen-agers embarking on a forced marriage. Prior to the trainee's contact the young people had both run home to their respective mothers when they faced difficulty or difference. The caseworker was able to stabilize them so that they both completed their schooling. They established an adequate home and began to plan for the eminent arrival of their baby. The supervisor felt the caseworker's support along with her helpful setting of requirements helped the young couple work through adolescent problems to a point where they could probably parent at a more adult level.

The effective use of referral to appropriate resources helped an AFDC mother to more constructive goals. The trainee was aware that this mother was involved in a destructive relationship with another AFDC mother. In steering her client to involvement in CAMP and Planned Parenthood groups, the trainee was able to change the course of mutual activity. The AFDC friend asked for a similar referral. As an added gain, the trainee was able to secure a CAMP tutor to help one of the children.

One supervisor was amazed at the increased patience and understanding of a man trainee. The first day of his return to the county office, he had to find housing for a mother and seven children, who were evicted into the snow. He worked all day getting them settled, without showing his former impatience. Following this, in contrast to his earlier attitudes, he did not react when he discovered the husband returned to the home. Instead he tried to strengthen the family and to involve the father in the planning. The trainee did not become frustrated when the family regressed and were deprived of custody of the children because of a drinking spree. Instead he arranged placement of the children in foster homes, continued work with the parents. When the children were returned with the provision they continue counseling, the caseworker was able to help them to a better level of functioning. The mother was able to talk with the caseworker of the negative influence of her friends, so she was supported to withstanding their destructiveness. Previously she had not been able to recognize this problem, or to communicate her feelings.

New skill in handling complicated family problems helped a trainee to effect a needed change in child care. Because of her understanding of the intricate family dynamics, the trainee was able to get a mother, who suffered from multiple sclerosis, to relinquish custody of the boy to his father. Previously the thirteen-year-old boy had done all the housework, and lived under overly strict controls. The mother had been extremely negative toward any offer of help from the agency.

One supervisor felt that a trainee had gained in ability to face and handle highly traumatic situations. The trainee was effective in a situation in which the rapid deterioration of a mentally ill mother brought a custody hearing. Placement of the children and support of the highly inadequate father were sensitively handled with the most constructive results possible under these trying circumstances.

One trainee did not thoroughly understand the dynamics of working with an adolescent couple. However her introduction to developmental behavior in the training course, enabled her to do further reading which she applied in helping the young couple to stabilize their marriage. Previously she would not have had the background to search out further knowledge.

An auxiliary gain from training is the increased confidence the administration shows toward the workers. Their new freedom to follow through on direct work with other agencies brings benefits to clients, while furthering the trainee's opportunity to use her increased skills. A supervisor noted that the trainee gave an excellent presentation in a court custody case. In explaining the client's reaction to separation, as a factor in her poor functioning, the caseworker was able to obtain court disposition that would allow constructive planning more likely to achieve a successful solution for the family.

Prior to training, one caseworker had always said she could not work with pre-psychotic or severely disturbed clients. After her training, she asked for assignment of such a difficult case. Her knowledge, gained in the course, had enabled her to overcome her fears which were built around popular conceptions of "insanity." Her request was granted and she was able to do sensitive effective work with the case.

Before training one worker was highly defensive about her tendency to over-identify with clients. Following training she had a case where a decision had been made in a staff conference, that work should be focused toward the mother's willingness to relinquish an abused, "scaptgoated" child. The worker expressed her inability to work toward this plan since she did not accept its wisdom. With her awareness of her feelings she was able to ask transfer of the case. Previously she probably would not have expressed her difference or realized that it would have impeded her work with the client.

APPENDIX A

Study of Worker-Change by Group

Structure: Materials used were magnetic tapes recorded by the various groups following their first basic period of instruction, Period A, and at various points in time in the total training program. For most groups three tapes were available for study. The recording sessions were unstructured in that the trainees were asked to report in a general way on their field practice and/or class instruction experience.

Method:

Part I. In response to the project director's request, a random audition of parts of some tapes was made to determine if the content therein would lend itself to further study of the matter of worker-change by group. Further auditioning brought forth quick decision that the tapes were rich in material for this purpose. This decision was based in part on the impression that certain "themes" were discernible in this open-ended kind of reporting through the mode expression by the majority of trainees in a given group. And further, these themes seemed to be similar and yet different for different groups. The tapes were again randomly auditioned to determine the nature of these themes. Several determinations were made:

- A. The themes reflected affective learning rather than cognitive as had first been expected. The affective specific was in terms of social perception.
- B. This affective reflection ran through the groups.
- C. Difference was in degree for different groups.
- D. The degree of difference seemed to be sufficient to be ordered.

Part II. The evaluator then studies literature in the field of psycholinguistics as preparation for a final auditioning of the tapes.¹ This study provided the framework for "what to listen for."

¹This discipline is concerned in the broadest sense with relations between messages and characteristics of the human individuals who select them. Following are related references:

L. S. Vygotsky, Thought and Language, Cambridge, Mass.: M. I. T. Press, 1962.

Jean Piaget, Comments (to Thought and Language), Cambridge, Mass.: M. I. T. Press, 1962.

Martin Scheerer, "Cognitive Theory," Handbook of Social Psychology, Gardner Lindzey, ed., Cambridge, Mass.: Addison-Wesley, Vol. 1, pp. 91-137.

Norman A. Polansky, "The Concept of Verbal Accessibility," Smith College Studies in Social Work, Northampton, Mass.: Smith College School of Social Work, October 1965, pp. 1-44.

Part III. Tapes were again selected at random for final audition and note-taking. Notes were made of words, phrases, descriptive accounts, repetition and sequence, voice inflections, and the like, that seemed related to change in social perception. Each tape was heard in its entirety before proceeding to the next tape, until a complete set of notes for all tapes had been taken. Tapes were chosen at random in this final audition to eliminate the bias of progression. Where a particular trainee was heard as being "outside" the expressive range or heard as over-verbalizing, the material was not included in the notes.

These notes were then studied and refined. After this refinement the notes were put in order by groups and some tentative conclusions were drawn about each group from the characteristics of the group theme.

Part IV. Notes and evaluations were presented at a Center staff meeting and consensus was essentially reached as to the conclusions. Following this agreement in the meeting, the evaluator was asked to formulate a scale of change in social perception by describing the process in stages as it flowed out of the study just completed. This was followed by a judgment as to the specific point on this scale where each group seemed to fall.

Observations on Use of This Kind of Study in the Future:

There are positive indications that such materials and the impressionistic frame used in this study could be adapted to scientific formulation for conclusive measure of change in the affective learning process. No attempt was made in this study to evaluate change within a specific group at different points in time. Such a study would seem to be feasible. For quick analysis, the tapes recorded at the midpoint of training, that is around Period C (the mid-two-weeks' instruction in the Center) are felt to have contained the most sensitive material.

EXHIBIT I

PROJECT #002 INTENSIVE INSERVICE TRAINING PROGRAM FOR SELECTED EXPERIENCED
ADC CASEWORKERS IN THE WASHINGTON STATE DEPARTMENT OF PUBLIC ASSISTANCE
FINAL PROJECT REPORT BY PROJECT YEAR
APRIL 1, 1964 THROUGH MARCH 31, 1967

| | <u>TOTAL</u> | <u>First Project Year</u> | <u>Second Project Year</u> | <u>Third Project Year</u> |
|-------------------------------------|-------------------|-----------------------------------|------------------------------------|-----------------------------------|
| MAN-YEARS | <u>98.3</u> | <u>17.5</u> | <u>44.9</u> | <u>35.9</u> |
| Staff Other Than Trainees | 25.1 | 3.5 | 9.0 | 12.6 |
| Trainees | 73.2 | 14.0 | 35.9 | 23.3 |
| PERSONNEL | <u>732,920.47</u> | <u>141,781.29</u> | <u>320,504.32</u> | <u>270,634.86</u> |
| Salaries-Staff Other Than Trainees | 211,802.25 | 45,538.87 | 67,749.99 | 98,513.39 |
| Salaries-Trainees | 454,594.30 | 83,788.22 | 224,089.35 | 146,716.73 |
| Payroll Taxes (For Above) | 64,713.92 | 11,384.20 | 27,984.98 | 25,344.74 |
| Consultants | 1,810.00 | 1,070.00 | 680.00 | 60.00 |
| TRAVEL | <u>73,516.90</u> | <u>20,252.04</u> | <u>34,068.40</u> | <u>19,196.46</u> |
| Staff Other Than Trainees | 3,324.26 | 995.67 | 1,671.87 | 656.72 |
| Trainees | 70,192.64 | 19,256.37 | 32,396.53 | 18,539.74 |
| SUPPLIES | <u>2,803.90</u> | <u>934.04</u> | <u>824.61</u> | <u>1,045.25</u> |
| Office and Training | 2,560.36 | 816.41 | 776.73 | 967.22 |
| Housing | 243.54 | 117.63 | 47.88 | 78.03 |
| EQUIPMENT PURCHASES | <u>13,167.70</u> | <u>10,388.52</u> | <u>1,754.08</u> | <u>1,025.10</u> |
| OTHER EXPENDITURES | <u>43,361.52</u> | <u>12,043.41</u> | <u>15,862.31</u> | <u>15,455.60</u> |
| Housing | 37,558.47 | 10,401.25 | 13,872.08 | 13,235.14 |
| Telephone | 2,791.06 | 861.20 | 1,286.30 | 643.56 |
| Mail Service | 1,058.75 | 99.75 | 140.00 | 819.00 |
| Rental & Maintenance of Equipment | 968.37 | 344.67 | 389.81 | 233.89 |
| Books, Reading Material, Film, etc. | 984.87 | 336.54 | 174.12 | 474.21 |
| TOTAL COST | <u>865,770.49</u> | <u>185,399.30</u> | <u>373,013.72</u> | <u>307,357.47</u> |
| Regular Federal Share | 649,327.87 | 139,049.48 | 279,760.29 | 230,518.10 |
| Special Project Funds | 164,100.47 | 43,752.69 | 92,817.16 | 27,530.62 |
| State Funds | 52,342.15 | 2,597.13 | 436.27 | 49,308.75 |

Department of Public Assistance
Budget and Accounting Unit
May 22, 1967

APPRAISAL SHEET - PERSONAL CHARACTERISTICS

Name _____

Date _____

Location _____

CHARACTERISTICS:

DEGREE OBSERVED TO BE PRESENT

| | High | More Than Aver | Aver | Less Than Aver | Little or No | Don't Know |
|---|------|----------------------|------|----------------------|--------------------|---------------|
| 1. Receiver of positive response from colleagues | | | | | | |
| 2. Likeableness without over-degree of hostility | | | | | | |
| 3. Interest in job | | | | | | |
| 4. Compliance with agency regulation and hours | | | | | | |
| 5. Efficiency in following procedures, completing reports, and keeping records | | | | | | |
| 6. Cooperativeness and willingness to help | | | | | | |
| 7. Ability to arise to emergencies, feeling of responsibility | | | | | | |
| 8. Apparent stable emotional balance, flexibility | | | | | | |
| 9. Ability to communicate understanding and feeling about client | | | | | | |
| 10. Apparent acceptance of, and respect for clients despite their problems | | | | | | |
| 11. Self-acceptance in terms of personal presentment which seems to indicate appropriate value of self | | | | | | |
| 12. Quality of energy, strength, expression which seem to reflect good physical and mental health | | | | | | |
| 13. Sense of humor | | | | | | |
| 14. Apparent aptitude for learning, interest in academic | | | | | | |
| 15. Ability to accept critical appraisal of work and to apply learning from case to case | | | | | | |
| 16. Ability to recognize areas of own limitations, own problem areas, and to recognize where more learning is needed | | | | | | |
| 17. Possessor of other interests (that is, not getting all satisfactions from the job), ability to have some degree of detachment | | | | | | |

Intensive In-Service
Project, Training Unit
SDPA (4/20/65)

Completed by _____
Position _____
Location _____

SOF 728 (c)

Exhibit III

**GUIDE FOR FINAL PERFORMANCE RATING
OF TRAINEES IN
DEMONSTRATION PROJECT**

**INTENSIVE IN-SERVICE TRAINING FOR ADC WORKERS
SEATTLE, WASHINGTON
1964 - 1967**

**WASHINGTON STATE
DEPARTMENT OF PUBLIC ASSISTANCE
MAY 10, 1966**

The Intensive In-Service Training Program

For Selected ADC Workers

By definition the Intensive In-Service Training Program is a demonstration project on intensive in-service training for selected ADC workers. The purpose of the project is to develop and demonstrate the effectiveness of a special in-service training program in preparing selected public welfare workers to provide social services to ADC families. The specific aims are:

1. To improve the quality of casework services provided to ADC families.
2. To develop a staff of Public Assistance caseworkers who will have more knowledge and skill, in casework to provide the services.
3. To provide a different kind of in-service training to a group of workers who have demonstrated potentials for professional training because of personal and family reasons, or inability to gain admission to a school of social work because of grade point average.

The overall general aim is the strengthening of the total public assistance program by giving impetus and momentum to strong staff development programs through the county welfare departments.

Intensive In-Service Training Center
Seattle, Washington
1964

**FINAL RATING AND SUMMARY ON INDIVIDUAL PERFORMANCE
IN
INTENSIVE IN-SERVICE TRAINING
FROM _____ TO _____**

RE: _____ **GROUP NO.** _____ **BY:** _____

| PERFORMANCE AREAS | RATINGS* | | | | |
|---|----------------------|-----------------------|--------------|----------------------|---------------------|
| | VERY SATISFACTORY | ABOVE SATISFACTORY | SATISFACTORY | LESS SATISFACTORY | UN- SATISFACTORY |
| I. Quantitatively | | | | | |
| II. Location, Learning Continuum | | | | | |
| III. Qualitative | | | | | |
| A. Study, Assessment, Plan, Implementa- tion | | | | | |
| B. Focus on Family as Client | | | | | |
| C. Response To Feelings | | | | | |
| D. Cultural and Ethnic Areas | | | | | |
| E. Skill in Inter- viewing | | | | | |
| F. Skill in Initiat- ing & Maintaining Relationship | | | | | |
| G. Use of Programs | | | | | |
| H. Referral Process | | | | | |
| IV. Overall Rating | | | | | |

* See Guide To Ratings Attached

(Summary on next Page)

V. Summary:

ADVISOR

DIRECTOR
INTENSIVE IN-SERVICE TRAINING CENTER

I have participated in formulating this report and have read the final form.

WORKER-TRAINEE

DATE _____

I Quantitative Statement on Level of Performance Attained:

Satisfactory performance: The caseworker demonstrates his skill in inter-personal relations by engaging in purposeful activity with most individuals and families.

This interaction interweaves the determination of eligibility with other basic services and needs of the client. There is evidence of accountability to both client and agency in such areas as client contacts, eligibility reviews, money payments and recording.

Above satisfactory performance: The caseworker consistently fulfills the expectations of satisfactory performance with all individuals and families.

Very satisfactory performance: In addition to fulfilling the expectations of satisfactory and above satisfactory performance, with creativity and flexibility, the caseworker adapts the interaction to the client's needs and capacity.

Less than satisfactory performance: There may be gaps in the determination of basic eligibility and/or interaction may lack purpose.

II. Location on Continuum of Learning:

(Explanation of Stages on Continuum:

- | | |
|---------------------------|---|
| 1. Intellectual | - The ability of the trainee to learn new concepts. |
| 2. Emotional | - The ability of the trainee to perceive and experience feelings. |
| 3. Intellectual-Emotional | - Uneven application of intellectual and emotional learning. |
| 4. Integration | - Harmonious application of intellectual and emotional learning. |
| - - - - - | - - - - - |
| 5. Teaching | - The ability of the trainee to teach same activity to others.) |

Satisfactory Location:

If there is evidence of intellectual-emotional level of learning

Above Satisfactory Location:

If there is some evidence of integration

Very Satisfactory Location:

If there is considerable evidence of integration

Less Than Satisfactory Location

If learning is at the intellectual or the emotional stage only

Unsatisfactory Location:

If there is no evidence of trainee ability to modify previous perceptions.

III. Qualitative Analysis of Level of Performance Attained

- A. Carries out the process of family social study, assessment, planning and implementation with focus on implementation:**

Satisfactory performance

Each element is relevant to the others and the process is dynamic.

The most apparent social, economic, physical, psychological and cultural factors in the family are identified.

Impressions of the meaning of the most pertinent of the above factors, as well as the client's capacities or limitations are recorded.

Mutual planning is aimed toward practical, realistic resolution of the problem. Financial eligibility, goals and next steps are factors considered in planning.

There is follow-through on mutual activity toward solution of the problem or improved functioning. Implementation actions are, for the most part, related to the more concrete types of services such as the provision of financial assistance, helping the client with environmental factors and referral to community agencies. Use of self is seen primarily in the supportive relationship, problem-solving activity, in information-giving and exploration of resources. There is some indication of the appropriate use of differential procedures such as direct influence and reflective discussion.

Above satisfactory performance

Does all that is expected in satisfactory performance, but with greater selectivity and discrimination as to importance and relevance. There is differentiation in quality and quantity of service required and given, discussions relating to problem-solving are in greater detail, and the quality of relationship and the helping procedures are related to the client's needs and behavior.

Very satisfactory performance

Does all that is expected in satisfactory and above satisfactory performance, but in a marked degree. Self-awareness is apparent; there is differentiation in the quality of the relationship, and the helping procedures are geared to specific client behavior to accomplish goals.

Less than satisfactory performance

There may be indication of some intellectual understanding of the process, but it is not consistently used as a tool in working with the family. There are gaps in the process, and lack of perspective. The assessment may not be substantiated by the facts of the study, planning may not be a mutual activity, or may be unrealistic. There is less ability to differentiate quality and quantity of services required and given. There may be inability in self-involvement in the implementation.

III. B. Perceives "The family" as the client when appropriate:

Satisfactory performance

Identifies and observes all family members, perceives the family entity, involves the absent parent, assesses in some areas of family functioning, determines areas of strength and weakness, moves to correct environmental and health factors related to survival with special emphasis upon care of children.

Above satisfactory performance

Does all that is expected in satisfactory performance plus assessment in most areas, interviews differentially with individuals including children when so requested, jointly or total family; is more involved in inter-relationship problems to improve internal functioning in the family. Quickly assesses child care and need for protection, and takes appropriate steps to protect children.

Very satisfactory performance

Accomplishes all of the expectations of satisfactory and above satisfactory performance and in addition uses relationship dynamically to improve marital, parent-child, sibling, social, and total family relationships to effect improvements which can be sustained by the family in future functioning.

Less satisfactory performance

Intellectually demonstrates knowledge in above, but does not perceive the family as an entity, interviews only the head of the household, unable to relate facts to assessment to determine strengths, and unable to relate to such strengths to improve family functioning.

III. C. Responds to expressed and non-expressed feelings of the client:

Satisfactory performance

Caseworker consistently creates a climate in which the client has freedom to comment and express his feelings, painful experiences and memories.

To a minimum degree caseworker responds to the emotional core of the client. He verbalizes client's expressed and nonexpressed feelings. He anticipates certain feelings as related to client experiences and when appropriate stimulates ventilation of feeling. He engages in empathic communication-verbal and non-verbal.

Above satisfactory performance

Consistently accomplishes the expectations of satisfactory performance. To a minimum degree caseworker uses ventilation of feeling for problem solving. He helps client examine the behavioral consequence of his emotions and find and use different, less damaging ways of expressing feelings.

Very satisfactory performance

Consistently accomplishes all of the expectations of satisfactory and above satisfactory and there is integration of his emotional response with his intellectual understanding.

Less satisfactory performance

Caseworker does not consistently create a permissive climate which enables the client to express his feelings and the caseworker does not respond to the client's emotions.

III. D. Works comfortably and effectively in inter-cultural situations, including those of the "poverty culture," of ethnic groups:

Very satisfactory

1. In relation to ethnic and minority-group clients, worker consistently adheres to basic assumptions and principles of social work in his work with clients.
2. The worker exhibits a high degree of skill in correctly placing a given client at a certain point on the continuum of minority group culture - to - middle class American culture. (Application of reference group theory is one means by which to accomplish this.)
3. The worker recognizes and attends to differences that exist in a minority group family and takes care of this component in culture in the process of study, assessment, plan and implementation. Likewise, he reaches out in establishment of relationship, conducts interviews sensitively, can take the testing period, and can provide sustaining support.
4. The worker shows alertness to client perceptions of worker and agency in the light of the client's previous experience with various workers and agencies, and responds accordingly.
5. The worker exhibits a social perception that emanates from a democratic personality.

Above satisfactory

All five performances (1 through 5 above) should show but to less degree.

Satisfactory

Substantial performance in "1" and "3" and evidence of a developing social perception going toward "5".

Less satisfactory

Half-substantial performance in "1" and "3" and evidence of more projection of own value system and attitudes onto client, and thus judges client rather than evidence of improvement of social perception toward "5".

Not satisfactory

Little or no evidence of performance in "1" and "3", assumes negative or pat judgments of former worker(s) without question, or, exhibits characteristics of an authoritarian personality.

III. E. Interviews skillfully:

Satisfactory performance

Both structure and purpose are built into the interview.

The worker is a good listener, permitting the client to tell his story. However, he gives direction to the interview to accomplish the purpose. He responds to feelings and facts.

There is some differential use of self in the selection of techniques, though this may be only a beginning competence. For example, the client is engaged in some reflective discussion. This may be primarily in discussions around concrete matters of health needs, training or employment, rather than concerns of relationship which are more apt to arouse strong emotional feelings.

Next steps are clear, both worker and client responsibilities.

Above satisfactory performance

Does all that is expected in satisfactory performance, but with additional selectivity and discrimination. Techniques are employed with greater differentiation, responses are more closely tied to overall purpose, and the worker is more alert to what the client is communicating, and also what is back of the words. Inconsistencies are more readily spotted.

Very satisfactory performance

Does all that is expected in satisfactory and above satisfactory performance, but in a more marked degree. Techniques are more specifically adapted to client needs, problems, and goals; there is greater variety of techniques employed, and there is greater depth in reflective discussion. For example, the client is helped to arrive at a solution by looking more closely at consequences, cause and effect relationships, and in recognizing inappropriate behavior or reactions. There is greater recognition of sensitive areas.

Less satisfactory performance

There is indication of some intellectual grasp of processes and techniques, but there is considerable unevenness of performance. For example, there may be insufficient structure; purpose may be only vaguely defined, or not perceived by the client; next steps and future responsibilities may not be determined.

Techniques may be limited to question-and-answer type of interviewing which permits the client limited opportunity for exploration of the problem, clarification, partializing, or expression of feelings. Sustaining procedures may or may not be used.

III. F. Initiates and maintains meaningful relationships with clients:

Satisfactory performance

There is evidence of understanding of client needs and behavior, and the worker consciously uses self to enhance client strengths.

He is steadfast and dependable, and there is some selectivity in meeting client needs with the appropriate response.

Acceptance of the individual, and response to him is both on a thinking and feeling level.

He has some degree of self-awareness of his own feelings and attitudes, and there is some self-assessment in the interaction.

There is evidence that he can relate meaningfully with most clients, but he may experience some difficulty in reaching some personalities.

Above satisfactory performance

Does all that is expected of satisfactory performance, but with greater selectivity. The quality of the relationship is attuned more closely to the client's needs. There is ability to involve a wider variety of personalities in the working relationship.

Very satisfactory performance

Does all that is expected in satisfactory and above satisfactory performance, but in a marked degree. Quality of the relationship is more specifically geared to the client's needs and behavior. For example, support and encouragement are provided appropriately to decrease client anxiety and frustration, stimulation is exerted to promote ego growth experiences, and direction is given the impulsive, acting-out individual.

Personal feelings and attitudes are carefully examined and assessed.

Worker withstands the hostility of the resistive client by repeatedly "reaching out" to him.

Less satisfactory performance

There is evidence of some intellectual understanding of the process, but it is not consistently used. There are gaps in ability to perceive client needs, behavior, and capacities, and in assessing the problem. Therefore, there is little foundation on which to build the relationship. There may be more difficulty reaching a working relationship with some personalities.

Non-judgmental attitudes of acceptance and understanding may or may not be present. Self-assessment may be minimal.

III. G. Uses-programs within the department and in other departments and agencies in the helping process:

Satisfactory performance

The worker is knowledgeable about the basic programs and services offered by the Department of Public Assistance and other agencies in the community, and he is discerning in relating these services to the major needs of both adults and children in the family. The worker assesses the family's potential and readiness to use a particular service or program. He is involved in helping the client/family understand and use community resources and contacts other agencies when appropriate. He is current on program changes.

Above satisfactory performance

Worker is consistently doing all that is expected in the satisfactory performance and is doing better work in quality and more in quantity. In addition, there is more focus on the total needs of the family and in using programs and services to prevent problems as well as meeting crisis situations. The worker is directly involved in interpreting community resources and in motivating the family to use a particular service. He is building a sound working relationship with representatives from the department and from other agencies and institutions in the community.

Very satisfactory performance

The worker is consistently doing all that is expected in the satisfactory and above satisfactory performance. In addition, he is able to assess the total needs of the family and their potential and readiness to use a resource in considerable depth. He is dynamically involved in helping the client/family understand and use the resource that is best suited to their individual needs. He is beginning to participate with organizations in the community to improve programs and in the promotion of measures designed to correct and prevent social problems.

Less satisfactory performance

Although the worker can identify some of the major problems in the family, he is often unable to help the family understand and use departmental and community resources to improve family functioning. This may be due to a lack of understanding of the basic services and programs offered by the Department of Public Assistance and other agencies in the community or to an inability to relate his knowledge of these resources to the major needs of both the children and adults in the family.

III. H. Initiates and helps client in the process of referral:

Satisfactory performance

The worker explores the client's readiness and desire to be referred to another agency and determines if the agency is prepared to meet the special needs of the client, the eligibility factors for service, and what is expected in terms of referral, exchange of information, confidentiality, and follow-up. The worker is sensitive to the client's expressed feelings around the referral process and prepares the client for what he might expect at the next agency. When appropriate, he sustains his relationship with the client after the referral process to clarify misunderstandings and help the client make full use of the resource.

Above satisfactory performance

The worker is doing all that is expected in the satisfactory level and is doing better work in quality and more in quantity. There is evidence of a deeper understanding of the client's expressed and non-expressed feelings around the referral process and a more skillful use of preparation as a technique for reducing anxiety. When appropriate, he contacts the other agency to interpret the client's needs and to clarify misunderstandings. He is more secure in his role and his own area of responsibility in cases involving interagency cooperation and planning.

Very satisfactory performance

The worker is consistently doing all that is expected of the above satisfactory level of performance. In addition, he is very skillful in assessing and responding to the client's feelings around the referral and in using a variety of preparatory techniques which might include rehearsal or accompaniment. When appropriate, the worker assumes the leadership role in clarifying misunderstandings and in arranging for joint conferences with the other agency to exchange information and facilitate planning. He sustains his relationship with the client/family after the referral, and is skillful in anticipating problems and in using supportive techniques to help the client make maximum use of the service.

Less satisfactory performance

The worker is inclined to impose the referral on the client without first exploring his readiness and desire to be referred to another agency. He sees the referral more as an end product rather than an ongoing process involving cooperation and planning with the client and the referral agency. There is little evidence that he sustains his relationship with the client after the referral has been made.

IV. Overall Rating:

The median of performance.

EXHIBIT IV

WORK COMPONENTS AND TIME ALLOCATION FOR
TRAINING STAFF
INTENSIVE IN-SERVICE TRAINING PROJECT

The major work components for the Center training staff include the following:

1. CLASS TEACHING - Period A (12 weeks), Period C (2 weeks), and Period E (2 weeks)
 - Preparation for classes
 - Teaching individual classes
 - Correcting written assignments for classes
 - Participating in total staff-trainee group sessions
2. ADVISING WITH INDIVIDUAL TRAINEES - Periods A, C, and E respectively
 - Reading individual trainee case materials, personnel files (at outset), and field practice supervisors' progress reports
 - Conferring with individual trainees
 - Making progress and final reports
3. MAKING FIELD VISITS TO COUNTY OFFICES
 - Working with County Administrators
 - Interviewing Preferred and Potential Worker-Trainees
 - Consulting with Worker-Trainee Supervisors
4. WORKING WITH COUNTY WORKER-TRAINEE SUPERVISORS IN CENTER
 - Teaching and/or participating in group sessions
 - Conferring with individual supervisors
5. PARTICIPATING AT ADMINISTRATIVE LEVEL IN CENTER (in addition to above)
 - Working in group sessions on curriculum content, progress of trainees in training at various times, center operations, and research planning
 - Conferring with the project director, the training unit supervisor, and University and Federal consultants at appropriate times.

The total number of class sessions for PERIOD A requires 207 hours.

The total number of class sessions for PERIOD C requires 36 hours.

The total number of class sessions for PERIOD E requires 31 hours.

The estimated required time for preparation for class sessions equals that for class sessions listed above.

The required time for teaching and preparation is almost equally divided among the four training staff. The project director fills almost $\frac{1}{2}$ teaching time.

The required time for reading and correcting written assignments in PERIOD A is an average of 20 hours for each of four instructors.

The required time for reading and correcting written assignments in PERIOD C is an average of 4 hours for each of 4 instructors.

The required time for reading and correcting written assignments in PERIOD E is an average of 10 hours for each of 4 instructors.

In addition, each instructor participates in staff-trainee group sessions for 2.5 hours in PERIOD A, for 5 hours in PERIOD C, and 3 hours in PERIOD E.

**WORK COMPONENTS AND
TIME ALLOCATION (CONT'D)**

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Reading and maintaining records on case materials, copies of which are received from county offices require an average of 10 hours per trainee for the instructor, and an average of 20 hours reading per trainee for the instructor, just prior to PERIOD E, or, a total of 30 hours per trainee over the full training experience.

Required time for advisor-advisee conferences during PERIOD A averages 4 hours per trainee in PERIOD A, 2 hours per trainee in PERIOD C (an additional 2 hours are needed), and 3 hours per trainee in PERIOD E for the average trainee, for the trainee experiencing difficulty some 10 hours on the average.

Required time for the writing of progress and final reports average:

For PERIOD A - 2 hours
For PERIOD C - 1/2 hour
For PERIOD E - 4 hours

FIELD VISITS TO COUNTY OFFICES. From September 1964 - February 4, 1966 some 88 visits were made to 26 county offices. These visits represent some 96 days actually working in county offices and do not include travel to and from offices.

Time spent in consulting with supervisors of trainees averaged 52%.
Time spent in interviewing referred and potential trainees averaged 28%.
Time spent in working with county administrators averaged 20%.

A total of 27 counties have been visited by individual center staff members. Mason, Pacific, and Wahkiakum Counties are the exception.

SUPERVISORS' MEETINGS IN THE CENTER. The record is as follows:

- | | |
|----------------------------------|------------------|
| 1. October 15 and 16, 1964 | - 10 supervisors |
| 2. February 17, 18, and 19, 1965 | - 14 supervisors |
| 3. July 29 and 30, 1965 | - 9 supervisors |
| 4. November 29 and 30, 1965 | - 8 supervisors |

Submitted to the State Office by:

Elizabeth Thomas, Project Director
Intensive In-Service Training
Center

2/7/66

